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ABSTRACT

The viewpoints of concerned parties in Georgia are synthesized regarding the postsecondary educational system in the state. Major issues that need to be addressed, and agendas for action in the immediate future are outlined, followed by an overview of postsecondary educational opportunities in Georgia describing the principal characteristics, governance and enrollments of all four postsecondary sectors and briefly summarizes other types of programs available in the state. Detailed issue statements, preceded by a section that describes the process through which the issues were determined, describe major problems (such as the need for efficient and effective use of public resources and the need for effective funding and budgeting), show what, if anything, has been done to remedy them, indicate principal improvements needed, and propose recommendations for action. Appendixes include listings of Georgia colleges and universities (public and private), lists of Georgia public vocational-technical schools, proprietary colleges and schools (state approved in and out of state), out of state colleges located at military bases in Georgia, and a table showing Georgia's public and private collegiate enrollment (1965-73). (Author/PHR)

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POSTSECONDARY ISSUES

Action Agenda for the Eighties

State of Georgia
Governor's Committee on
Postsecondary Education

HE 011 690

POSTSECONDARY ISSUES

ACTION AGENDA FOR THE EIGHTIES

June 1979

**GOVERNOR'S COMMITTEE ON
POSTSECONDARY EDUCATION**
Suite 808, 66 Luckie Street, N.W.
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DEDICATION

This report is dedicated to the
memory of

Dr. Maryjane Austin

who served as the Committee's
Vice Chairman until her death on
May 11, 1979, and who in both
spirit and action exemplified the
new perception of postsecondary
education.

ACKNOWLEDGMENTS

The work of this Committee could not have been accomplished without the valuable assistance of the agencies and organizations representing all four sectors of postsecondary education, and the many individuals representing institutions throughout the state.

It is impossible to list all of those who cooperated with and supported the efforts of this

- 4 Committee; however, the Committee wishes to express its particular appreciation to the State Board of Education, the Georgia Department of Education, the Board of Regents of the University System of Georgia, the Association of Private Colleges and Universities in Georgia, the Georgia Private School Association, the Georgia Educational Improvement Council, the Southern Regional Education Board, and the Education Commission of the States. The Committee also is indebted to the many experienced professionals and citizens who participated in and contributed to committee meetings and regional conferences by providing information, insight, and analysis of issues for this study.

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... It is important that students graduating from high school have a wide range of postsecondary options ... It is also important that each option provides an excellent educational experience ...

... Today our postsecondary institutions face a more diverse group of students than ever before. How can our institutions work together to provide for the needs of these students? ... We all have a common goal.

... The public fully supports education in this state. I think our legislature will continue to support education at all levels. ... We must do the best job that we can with the money that will be made available to us in the public as well as the private sectors.

... I would like for you to determine what the problems are, where our greatest needs lie, and what should be our priorities.

Governor George Busbee
June 30, 1978



Governor's Committee on Postsecondary Education

66 Luckie Street, N.W., Suite 808, Atlanta, Georgia 30303
(404) 656-2526

June 11, 1979

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The Honorable George D. Busbee
Governor of Georgia
State Capitol
Atlanta, Georgia 30334

Dear Governor Busbee:

I am pleased to hand you herewith the Report of the Governor's Committee on Postsecondary Education, "Postsecondary Issues: Action Agenda for the Eighties."

In response to the mission which you described in establishing this Committee, our study has identified pressing issues in Postsecondary Education in Georgia, and our Report proposes an agenda for action which we believe will prepare Georgia for the challenges of the 1980's.

The issues which we have identified are those which the Committee unanimously found to be matters having Statewide import, and the highest priority. For the most part, these issues transcend limited and sectorial concerns. Beyond them, literally dozens of other concerns, of more limited application and, in our view, of less urgency, were expressed before the Committee. As to many of these concerns, we felt that their solution should naturally follow the solution of the priority issues identified in our Report. A record of these additional issues may be found in the permanent records of the Committee.

Let me emphasize that simply because this Report is devoted to problems and concerns of Postsecondary Education in Georgia, it should not be concluded that this area of our State's educational system is in poor health. On the contrary, as indicated in our Report, we feel that the general condition of material and human resources in this area is healthy, and provides an excellent base for the pursuit of excellence in the future.

The Report which we are handing you represents the work of a skilled and dedicated group of Georgia citizens, the members of our Committee, and its very able staff. In addition, we have been aided by well-informed and sincere support from representatives of all four sectors of Georgia's Postsecondary education system, as well as from many individual citizens who are interested in Georgia's future.

May we also express, as Georgians, our thanks to you for the leadership which you have provided in this effort to build a better future for all Georgians.

Yours Sincerely,

David H. Gambrell
Chairman

DHG:dy
Enclosure

George Busbee, Governor

David H. Gambrell, Chairman

Dr. David M. Morgan, Staff Director

ISSUES

A New Perception

All sectors of postsecondary education must be recognized in statewide policy development.

Postsecondary Goals

A comprehensive statement of postsecondary goals would provide a focus for concerted action and criteria for evaluating progress.

Emerging Issues

The identification, description, and analysis of emerging issues would reduce crisis decision-making in postsecondary education.

Adequacy of Funding

Increasing economic pressures may undermine the quality of postsecondary education in Georgia.

Basic Skills

Basic skill deficiencies of students at the entrance level are challenging traditional postsecondary education responsibilities.

Communication

Improved cooperation and communication among institutions, associations, and state agencies should result in the sharing of scarce resources and support in common problems.

Efficient and Effective Use of Public Resources

Improved forms of accountability will promote quality postsecondary opportunities for Georgia's citizens.

Effective Budgeting

Continued development within the postsecondary area will require improved forms of administration and allocation of public funds.

Work Relevant Programs

Increased relevancy between postsecondary education and career and life options of students is needed.

Advisory Commission

An urgent need exists for a mechanism to promote cooperation, communication, and efficient data collection among all four postsecondary sectors.

AGENDA

A New Perception

Promote an expanded perception and appreciation of all post-secondary education sectors.

Develop Postsecondary Goals

Develop state-level postsecondary education goals to provide a framework for evaluating sectoral efforts and establishing policies and priorities for efficient resource allocation.

Provide for Assessment of Emerging Issues

Establish an on-going process for assisting state-level and institutional decision-makers in identifying and analyzing issues affecting postsecondary education.

Evaluate Economic Trends

Review and carefully consider economic trends affecting post-secondary education.

Improve Basic Skills

Review roles of postsecondary institutions in providing basic skills instruction and improving general literacy in a democratic society.

Advisory Commission

Establish an advisory body which will confront the priority issues in postsecondary education which are described in this report.

Provide a Forum

Provide a state-level forum for defining common problems, understanding mutual capabilities, and creating opportunities for cooperation among institutions and sectors.

Efficient and Effective Use of Public Resources

Develop methods of regularly assessing and reporting on the progress of postsecondary education.

Evaluate Funding Policies

Review and improve existing policies and processes for funding postsecondary education.

Promote Career Awareness

Support new and ongoing efforts to provide balanced educational programs which include career awareness concepts.

INTRODUCTION

When the Governor's Committee on Postsecondary Education was established in June 1978, it had the unique opportunity of accomplishing what no previous educational commissions in the state had ever attempted: identifying the concerns which Georgia citizens have about the total postsecondary educational system—including both public and private, and collegiate and vocational aspects.

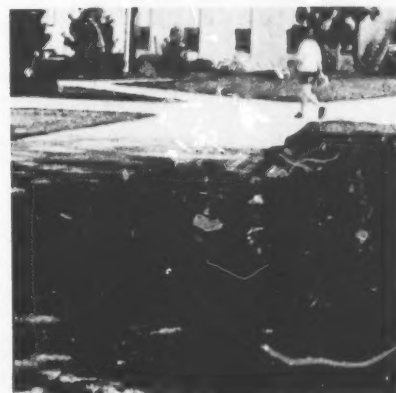
This report is a synthesis of many, and sometimes conflicting, viewpoints of professional educators, government officials, and community leaders in business, industry and civic organizations, as well as concerned parents and students. Problems which were identified have been carefully analyzed from the standpoint of their relationship to postsecondary education resources, management and organization, and policy and planning, and then grouped into priority issues which can be acted upon by state policy-makers.

Since the Committee's purpose was to identify citizen concerns and problem areas, the report necessarily focuses on areas which need improvement. This emphasis should not be interpreted to mean that postsecondary programs and institutions in Georgia are inadequate. As a matter of fact, the Committee was pleased to

discover many impressive achievements of institutions in providing educational opportunities for citizens.

For example, Georgia's University System was found to be well-conceived in design and geographic distribution. Also, having a single governing board responsible for virtually all of the state's public colleges, Georgia has not experienced the intense competition for funds associated with a multitude of public institutions, acting independently, or of several competing boards. The System pioneered remedial education programs which allow students to improve their basic educational skills upon entering college. It has also developed a unique rising junior test which evaluates students' basic skills midway in a four-year program. Graduate and research programs in the state's public colleges have also achieved national distinction, and this Committee believes it is important to continue a high commitment of support of these programs.

The Committee has also observed that Georgia has an excellent network of well-distributed public area vocational-technical schools. These schools were constructed at a critical period of Georgia's development. Since new industry relies on a pool of skilled workers, this network has contributed toward

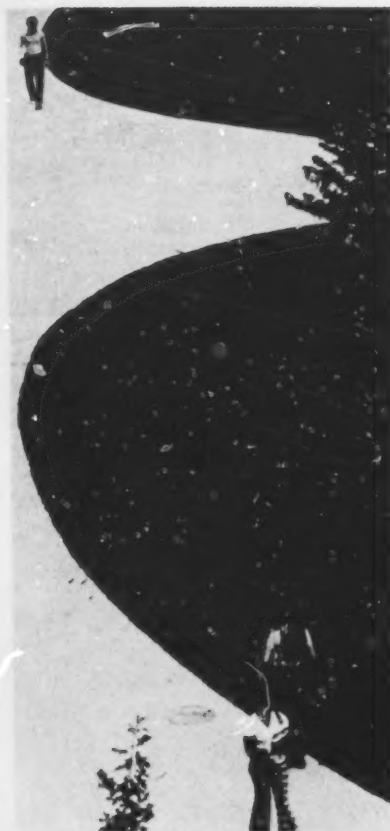


much of the tremendous increase in the state's economic development activity.

The state's private colleges have felt the pressures of current economic conditions, yet they have met this pressure with renewed vigor and have developed innovative and creative programs. The Committee saw examples of increasing cooperative efforts among some of these institutions, and there is evidence that some schools are instituting long-range planning efforts that will improve their financial standing in the future.

The proprietary sector was seen to have extraordinary capability to respond quickly to unique postsecondary needs with great flexibility. This sector has added important educational resources to the state.

The combination of all four sectors has greatly enhanced the access of the state's citizens to postsecondary education. This accessibility is vital to Georgia's future.



Major issues which need to be addressed, and agendas for action in the immediate future are capsulized at the front of the report. Following this is an overview of Georgia's postsecondary educational opportunities which describes the principal characteristics, governance and enrollments of all four postsecondary sectors and briefly summarizes other types of programs available in the state.



Detailed issue statements—preceded by a section which describes the process through which issues were determined—describe major problems, show what, if anything, has been done to remedy them, indicate principal improvements needed, and propose recommendations for action.

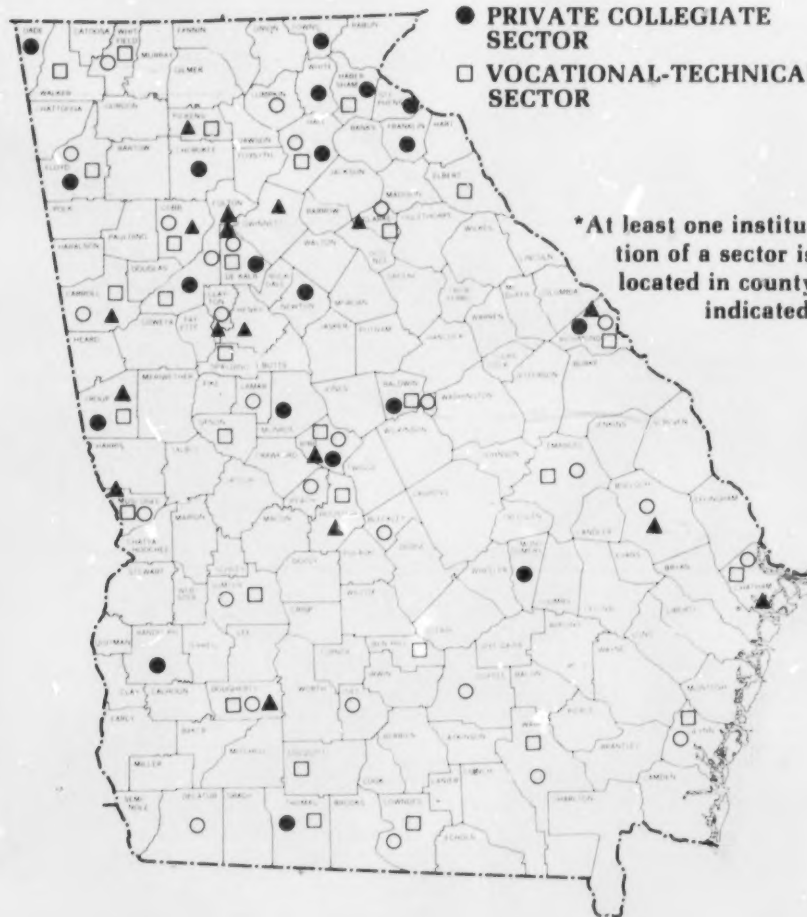
Appendices to the report provide listings and locations of the state's postsecondary education institutions, Committee working papers and other supporting data concerning both these institutions and identified issues may be found in supplementary documents prepared by or for the Committee and which are available in the Committee office as indicated in Appendix G.

POSTSECONDARY EDUCATION IN GEORGIA

MAP I
GEORGIA'S POSTSECONDARY EDUCATIONAL SECTORS* 1979

- ▲ **PROPRIETARY SECTOR (State-Approved)**
- **PUBLIC COLLEGIATE SECTOR**
- **PRIVATE COLLEGIATE SECTOR**
- **VOCATIONAL-TECHNICAL SECTOR**

***At least one institution of a sector is located in county indicated.**



Postsecondary education in Georgia encompasses a wide range of opportunities for the citizens of the state. These opportunities provide formalized programs of study beyond high school where, at completion of the organized work, a degree, a certificate, or other formal recognition is issued to the graduate.

The Committee examined the broad area of postsecondary education, in relation to the four major types of control, including the public collegiate sector, the private collegiate sector, the public vocational-technical sector, and the proprietary sector.

Institutions comprising these four major sectors are dispersed throughout the state (see Map 1), with their major concentration being in the Atlanta metropolitan area. When compared with the population distribution of Georgia (see Map 2), it can be seen that the various sectors maintain their respective institutions primarily within the more heavily populated areas of the state. From these two maps, it appears that postsecondary education matches well the population distribution of Georgia.

The students attending the institutions in these four major sectors total approximately 205,000 persons in over 211 institutions. The largest number

of students is found attending the public collegiate sector (see Figure 1). The proprietary sector has the smallest enrollment, but has the largest number of institutions (see Figure 2). However, it should be noted that the 113 approved schools and colleges in this sector represent only a portion of proprietary education in Georgia. The public and private collegiate sectors are equally divided in the number of institutions.

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Figure 1
Enrollment in Georgia's Postsecondary
Institutions, By Sector, 1978-79.

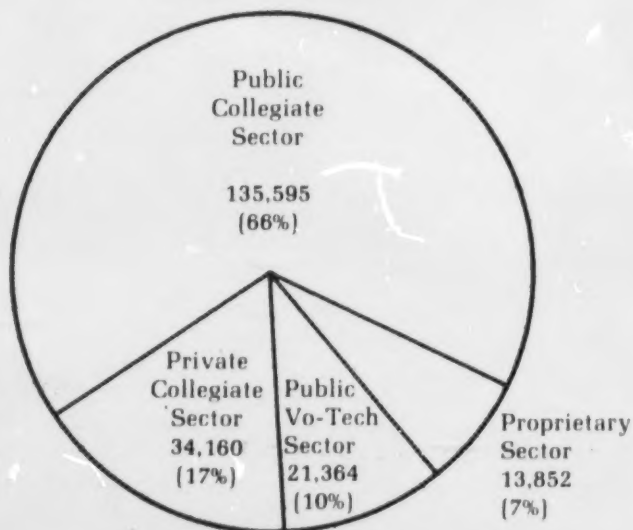
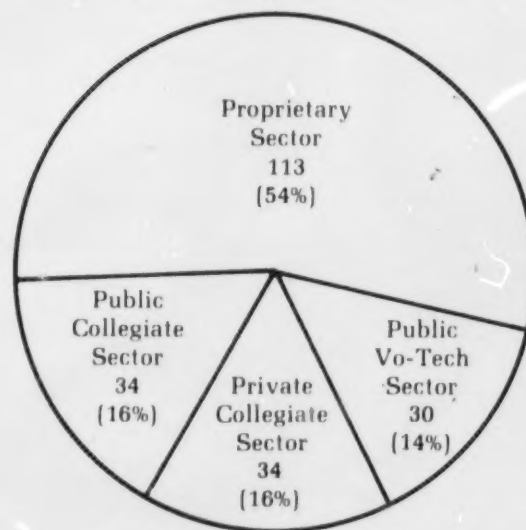


Figure 2
Number of Georgia's Postsecondary
Institutions, By Sector, 1978-79.



Sources:

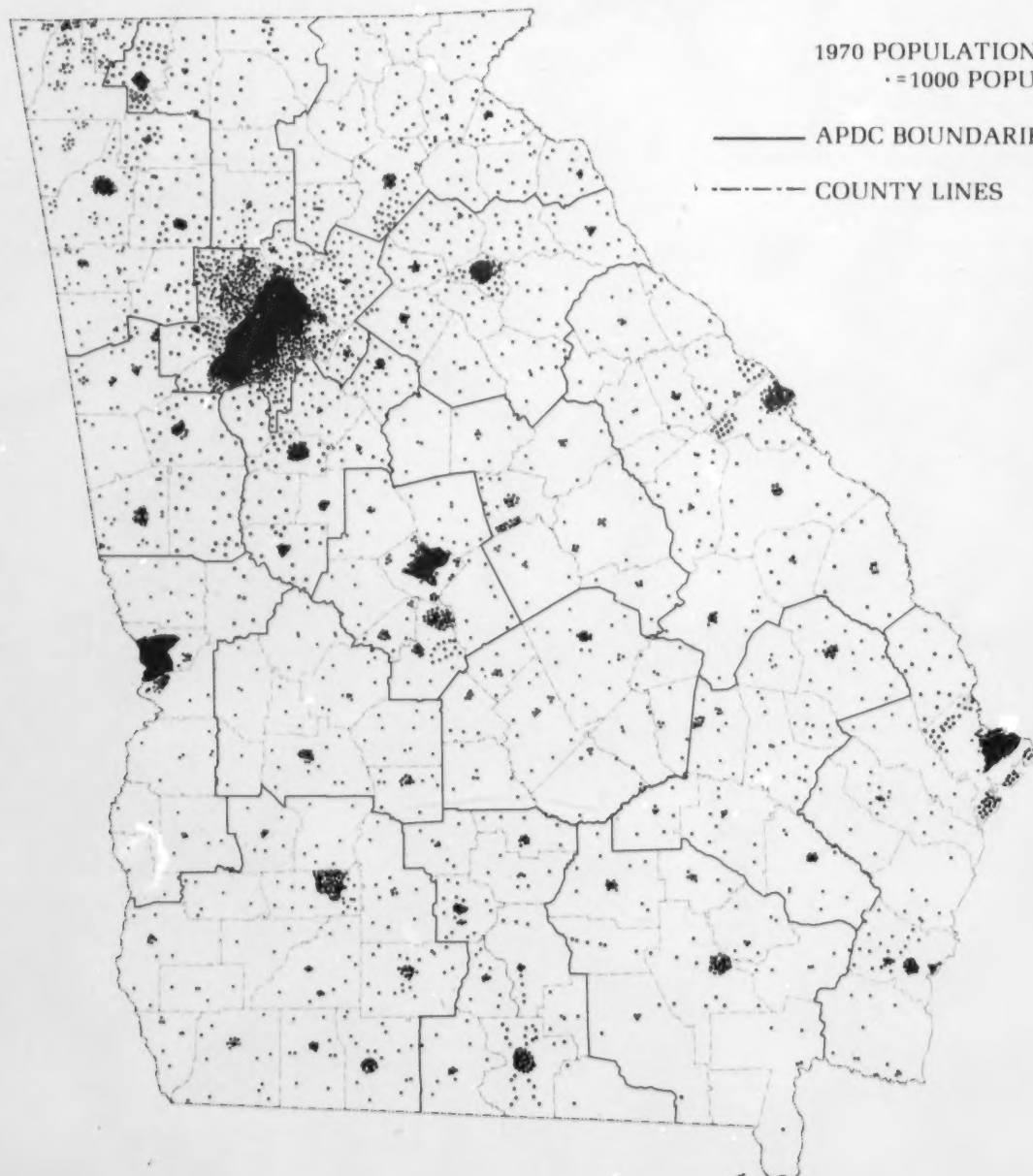
HEGIS XIII, estimated figures for Fall 1978; Georgia State Department of Education, Office of Vocational Education, January 10, 1979; Department of Education's 1979 list of in-state institutions approved under the Georgia Proprietary School Act.

MAP 2
STATE OF GEORGIA

1970 POPULATION DISTRIBUTION
• = 1000 POPULATION

—— APDC BOUNDARIES

--- COUNTY LINES



GEORGIA'S PUBLIC COLLEGES AND UNIVERSITIES 1979

- JUNIOR COLLEGES (16)
- SENIOR COLLEGES (14)
- ★ UNIVERSITIES (4)



PUBLIC COLLEGIATE SECTOR

The public collegiate sector is one of the major segments of Georgia's degree-granting institutions. There are 34 colleges and universities that serve Georgia's citizens who choose to attend a publicly-controlled institution of higher education where instruction, research, and community service are the principal missions. These schools are located throughout the state and consist of 16 junior colleges, 14 senior colleges*, and four universities (see Appendix A).

Except for DeKalb Community College, the public collegiate institutions are under the jurisdiction of the University System of Georgia, which is controlled by the Board of Regents. DeKalb Community College, founded in 1963, is locally controlled by the DeKalb County Board of Education, and is the only institution receiving state aid under the Junior College Act of 1958.

The governing powers for the University System of Georgia are vested in a Board of Regents which was established by constitutional amendment under the Reorganization Act of 1931 (Article VIII, Section IV) that authorized an overall reorganization of the state government. The membership of

*Includes Southern Technical Institute which is located in Marietta and is a unit of the Engineering College of the Georgia Institute of Technology.

the Board consists of 15 persons, one from each of the 10 congressional districts and five from the state-at-large, who are appointed by the Governor, with the consent of the the State Senate, for seven-year overlapping terms. The Board of Regents is responsible for all aspects of the University System's operation and development, which include policy-making, planning, budgeting, program review and approval, employment of personnel for institutions, establishment and organization of institutions of higher education, establishment or discontinuance of courses, and addition or abolition of degrees. The Chancellor is the chief executive officer of the Board and the chief administrative officer of the System.

The present 33-institution University System evolved from an assortment of 26 state, local, and privately-supported institutions, each of which was governed by a separate board of trustees. After the establishment of the Board of Regents, some institutions were closed, others were consolidated, and new ones were constructed. The University of Georgia, which is 194 years old, is the oldest institution, and Waycross Junior College, which is nearly four years old, is the youngest. The most recent growth occurred from 1962 through 1975, when 12 junior colleges were added to the University System. One of these junior colleges,

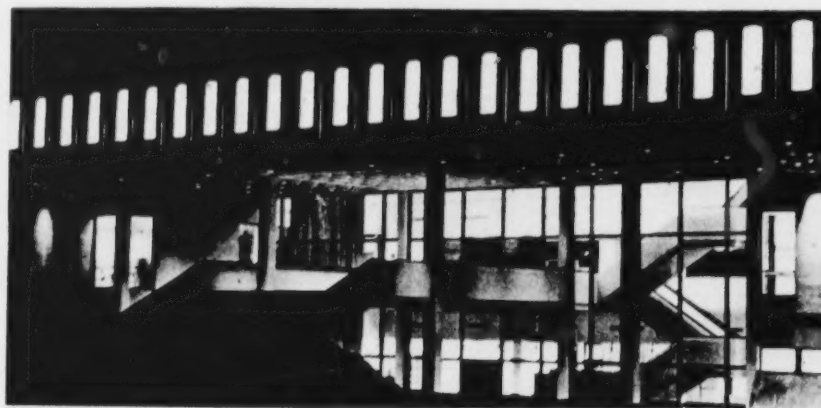
Kennesaw College, is presently converting to a four-year institution.

All of these tax-supported colleges and universities provide education beyond high school through a variety of programs. At the junior college level, there are one-year certificate programs in such areas as data processing, marketing, secretarial or clerical science; joint programs with several of the area vocational-technical schools in such areas as drafting and design technology and welding; two-year career programs that are designed to prepare students for immediate employment in such areas as dental hygiene, nursing, secretarial studies, teacher assistants, fashion merchandising, and medical administration; and transfer programs designed to prepare students for study beyond the junior college level in such areas as agriculture, criminal justice, biological sciences, education, technology,

journalism, business administration, forestry, and urban life, as well as general liberal arts.

The senior colleges provide the traditional liberal arts program as well as programs for specialized areas such as health care education, agriculture, and pre-professional training.

The universities provide undergraduate degrees—both associate and baccalaureate—and graduate degrees in a wide array of programs such as industrial management, engineering, architecture, urban life, nursing, music, and public administration. The professional schools of law, medicine, dentistry, and veterinary medicine are also located within the university segment. Georgia's only school of veterinary medicine is located in Athens at the University of Georgia and provides training for Georgia residents as well as some out-of-state students. The only comprehensive engineering school



in the state is located at Georgia Institute of Technology in Atlanta, which also maintains a unit of its Engineering School at the Southern Technical Institute, a four-year institution, in Marietta.

All of the publicly-supported colleges and universities have implemented within the past few years a special studies program designed to assist students who do not meet the academic requirements for regular admission into the college. This program includes non-credit courses for students who, upon successful completion, are eligible for admission into a regular degree program of college-credit work.

The public collegiate sector in the Fall of 1978 provided educational opportunities to 80 percent of those attending Georgia colleges. Enrollments within this sector (see Figure 3) have steadily increased since the mid-1960's. When the

enrollment peaked in 1975, there were approximately 82,000 more students than in 1965, or a 136 percent growth increase. Since 1975, the enrollment has fluctuated but enrollment figures for all years are higher than before 1975. The total collegiate enrollment has proportionately been greater for the public sector since the 1960's, though in the last two years it has decreased from 82 percent to 80 percent. The largest enrollments have been concentrated in the universities, where in 1978 approximately 56,000 students were enrolled, while about 48,000 students and nearly 32,000 students, respectively, attended the senior and junior colleges during that year.

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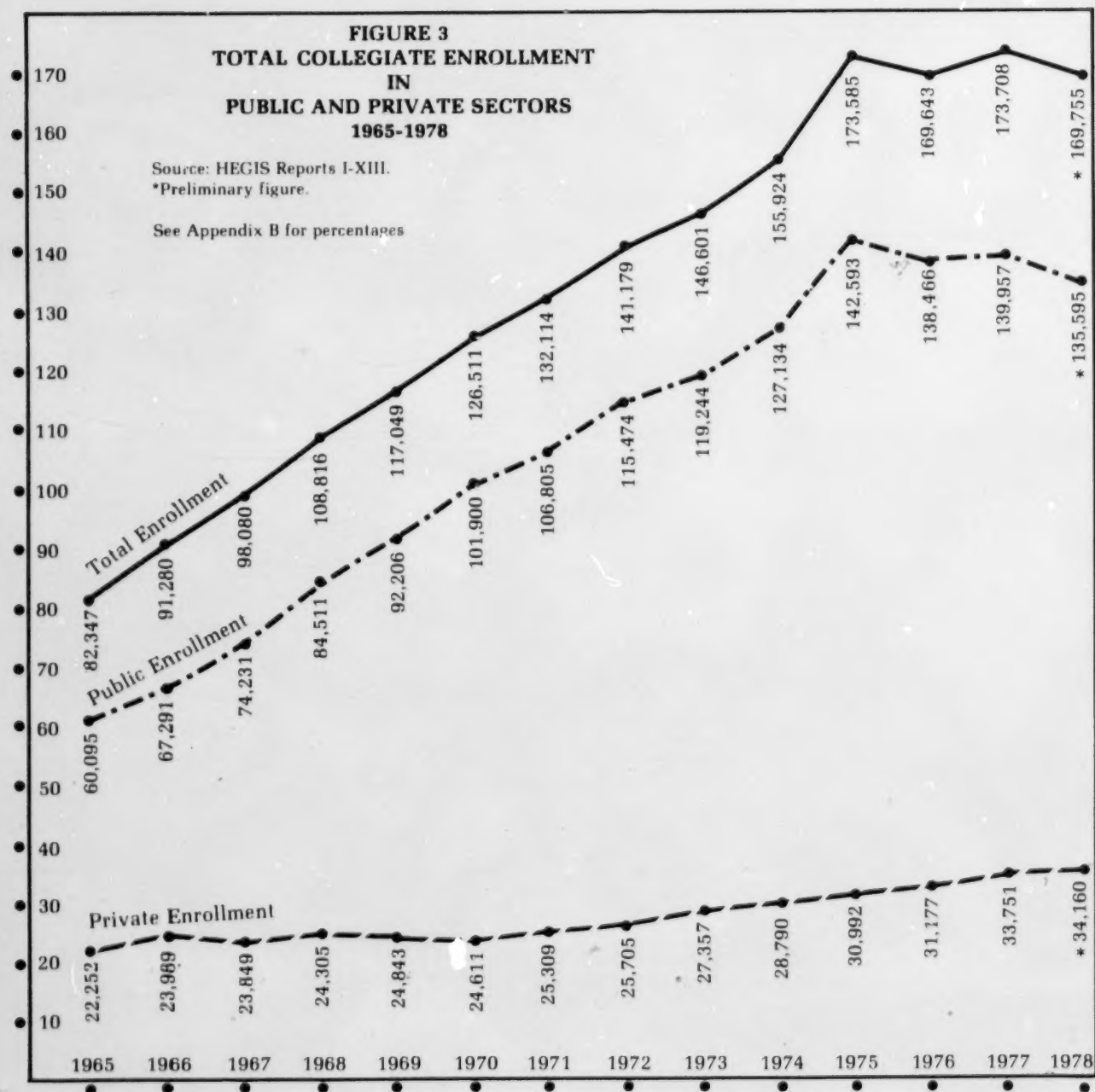
FIGURE 3
TOTAL COLLEGIATE ENROLLMENT
IN
PUBLIC AND PRIVATE SECTORS
1965-1978

Source: HEGIS Reports I-XIII.

*Preliminary figure.

See Appendix B for percentages

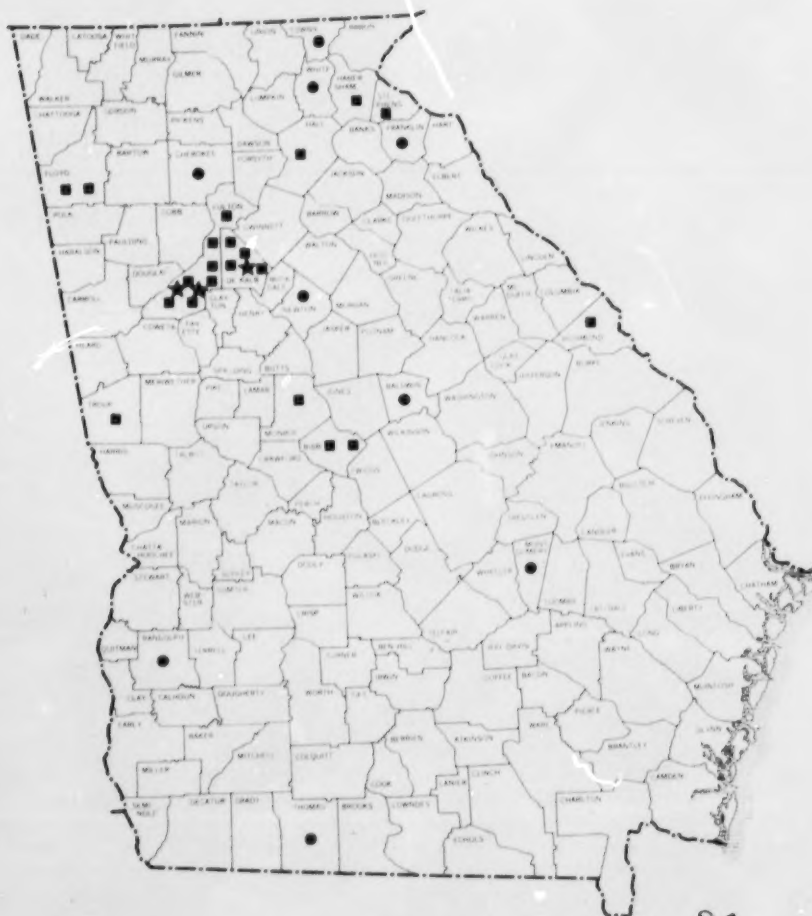
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GEORGIA'S PRIVATE COLLEGES AND UNIVERSITIES

1979

- JUNIOR COLLEGES (9)
- SENIOR COLLEGES AND UNIVERSITIES (22)
- ★ GRADUATE SCHOOLS ONLY (3)



PRIVATE COLLEGIATE SECTOR

Private colleges and universities also provide degree-granting postsecondary education opportunities to the state's citizens. These institutions are independently governed and receive most of their support from tuition and private sources.

The private sector in America, and in Georgia, has always been a pioneering and dynamic force in the development of colleges and universities. It has been described as an indispensable element of higher education that adds diversity, offers competition, provides a center for academic freedom removed from political influence, is deeply committed to liberal learning, is concerned for humanity and individual personality, sets standards, provides education leadership, and saves money for taxpayers.

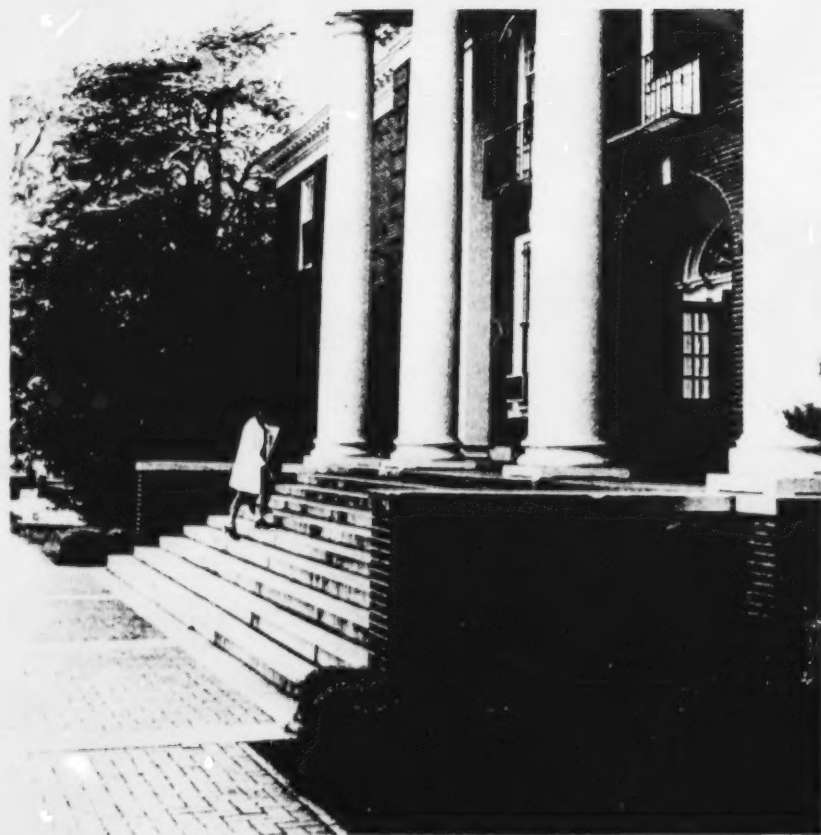
This sector in Georgia consists of 34 institutions (see Appendix C) which include nine junior colleges, 22 senior colleges and universities, and three institutions that provide only graduate education. Of all these privately-governed institutions, the majority are church-related while the remaining colleges are independently controlled. Each of

Howard R. Bowen and John W. Minter, *Private Higher Education: First Annual Report on Financial and Educational Trends in the Private Sector of American Higher Education*, 1975. Washington, D.C.: Association of American Colleges, 1975.

the institutions has its own controlling board of trustees or board of directors. The membership for the respective governing boards varies in number from nine to 36 persons. Over half the boards of trustees have members from all over the United States, with some including members from Canada, while the remaining colleges maintain their trustee membership solely from within Georgia.

20 Unlike the public sector, there is neither a state governing board nor a state coordinating body to oversee the affairs of the private institutions. The state has traditionally exercised little control over private college operations. This control has been confined, since 1937, to authorization of the State Board of Education to approve charters for private degree-granting institutions. However, a recent state law, the Postsecondary Education Authorization Act of 1978, strengthened and expanded the authority of the State Board of Education to prescribe standard requirements for the private colleges and universities. Since this Act primarily affects institutions which are less than ten years old, actual state regulation and control over most institutions in this sector is minimal.

Georgia's private collegiate sector has a long and rich history, dating back to the early 1800's. The oldest institution, Columbia Theological Seminary, is 151



years old, and the youngest, Mercer University of Atlanta, is 15 years old. In fact, the oldest chartered female college in America is Georgia's own Wesleyan College. Nearly 60 percent of the independent colleges were founded during the nineteenth century. These included all of the single-sex institutions—of which there now remain one male and five female colleges—and seven predominantly black institutions.

Today the major group of black institutions form the unique Atlanta University Complex, which consists of six separately operated colleges. Each of the institutions is organized independently under its own board of trustees, and has its own administration and distinct individuality; but through their common affiliation, overlapping of work is eliminated, all facilities are utilized and available to all students within the complex, and



teacher and student exchanges are a common occurrence.

Most of Georgia's private colleges and universities are residential and are located primarily in the northern section of the state, with nearly half in the Atlanta metropolitan area. All of the schools offer diversified programs of study, ranging from the traditional liberal arts curriculum to industrial arts, and some offer professional degrees in law, medicine, dentistry, and

theology. Two of the private universities, Emory and Mercer, provide much of the professional training. Emory University maintains a law school, dental school, medical school, and theology school. Mercer University provides professional training for lawyers and pharmacists. A medical school is presently being developed at Mercer University in Macon, and at Morehouse College, within the Atlanta University Complex. Emory and Mercer Universities also are the only private schools in Georgia that maintain branch campuses. Emory's branch is a junior college located in Oxford, Georgia, while Mercer's branches are both located in Atlanta—one of which is a three-year school of pharmacy and the other a four-year liberal arts college.

Enrollment varies at the private institutions from 180 students at one junior college to nearly 7,500 students at one university. According to the preliminary estimates of Fall 1978 (see Figure 3), the collegiate enrollment for the private sector totalled 34,160 students, or 20 percent of the total collegiate enrollment in the state. This was a 10 percent increase over the Fall 1975 enrollment of students. Since 1965, there has been a continual increase in the number of students (with only two minor reversals—in 1967 and 1970), with the total increase amounting to nearly 12,000 students. Of more

significance than this long-term increase, however, has been the enrollment stabilization in this sector, beginning in 1973. This was the same year that Georgia initiated the Tuition Equalization Grant program, which provides grants to Georgia residents attending in-state private colleges. Begun at a level of \$400 per academic year for freshmen and sophomore students only, academic year grants of \$600 are now available to all undergraduate students, in addition to Summer term grants ranging from \$200 to \$300. Since 1973, private colleges have attracted an increasing share of the total collegiate enrollment.

At the private colleges and universities, the tuition charged the students provides more than half of the institutions' operating funds. Tuition and fees in the current academic year range from \$675 per year at a junior college to \$3,750 per year at one university. The average cost of tuition for a student attending a private institution in Georgia is approximately \$1,931 per year.

In 1968, Georgia private colleges founded the Association of Private Colleges and Universities in Georgia for the purpose of furthering the development of quality higher education throughout the state. The Association is comprised of all 25 fully accredited, liberal arts, degree-granting private colleges (located on 28 campuses) in the state.

GEORGIA'S PUBLIC VOCATIONAL-TECHNICAL SCHOOLS 1979

★ STATE BOARD SCHOOLS (2)

○ AREA VOCATIONAL BOARDS (7)

● LOCAL (CITY OR COUNTY)
SCHOOL BOARDS (17)

□ ADULT (NURSING)
EDUCATION CENTERS (4)

PUBLIC VOCATIONAL- TECHNICAL SECTOR

The public vocational-technical sector of postsecondary education provides programs designed especially for the state's citizens seeking training in the skilled trades. According to the 1976 Amendments to Title I of the 1963 Vocational Act, vocational education consists of organized programs that are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree.

The opportunity to learn a marketable skill or improve an existing one is provided to Georgians through a network of postsecondary vocational-technical schools administered by the Georgia Department of Education under the policies of the State Board of Education (also designated as the State Board of Vocational Education). There are 30 vocational-technical schools readily accessible to Georgians throughout the state (see Appendix D). Two of these schools, North Georgia and South Georgia Technical-Vocational Schools, serve the entire population of the state and are operated and controlled solely by the State. They also provide the only vocational-technical residential facilities available in the state. The remaining 28 schools are operated by either a local (city or county) or an area

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school board. Currently, there are no tuition charges at any of the vocational schools for Georgia residents, although a small quarterly fee is charged to cover minimum costs for supplies. However, serious consideration is being given to initiating tuition in the future.

Within the vocational-technical school network, there are four adult vocational centers which focus on nurse training and programs in one to five different health fields. The remaining 26 schools offer a variety of full-time preparatory courses in four general areas of technical, skilled, business, and health occupations. The curricula, which ranges from five to 25 different fields, are based on local demands, needs, and ability to finance programs. Nearly all of the vocational-technical schools offer training in cosmetology, practical nursing, secretarial science, machine shop, and data processing. Also included are such locally desired training programs as food services, marketing and sales, graphic arts, child development, photography, plumbing, ornamental horticulture, custom dressmaking and tailoring, electrical linesman, civil engineering technology, and forest harvesting technology.

The programs range in length from one quarter (e.g., dietary aide) to eight quarters (e.g., medical laboratory technology). Evening extension classes and short-term courses are also

offered on campus or in nearby communities for the purpose of preparing individuals for immediate employment, of upgrading their skills for existing jobs, or preparing them for employment in related occupational fields.

Three public junior colleges, Bainbridge, Dalton and Brunswick, have established vocational-technical programs as a division of their institutions. These programs are financed jointly by the Board of Regents of the University System of Georgia and the State Board of Education. DeKalb Area Vocational School in Clarkston joined with the DeKalb Community College in 1972 as a division of the college; however, it still retains a separate administrative identity through a separate fee structure and funding through the State Board of Education. Other collegiate institutions maintain cooperative programs with nearby vocational-technical schools. Seventeen public and private institutions have developed agreements whereby students can obtain one or two-year certificates and, at the same time, obtain credit toward an associate or higher degree while attending either the vocational school or college. Programs most frequently offered on this cooperative basis include data processing, drafting and design, electronic and mechanical technologies, health-related technologies, and secretarial science.

The first vocational education schools in the state were established in 1919 in response to federal funds being made available to states, under the 1917 Smith-Hughes Act, for education in agriculture, trades and industry. They were primarily at the secondary level, and were known as District Agricultural and Mechanical (A&M) schools. They were placed under a separate State Board of Vocational Education, established specifically to fulfill federal mandates.

In 1943, the State Board of Education approved a plan for establishing a state-wide system of public postsecondary trade schools within driving distance of all Georgia citizens. With the aid of additional federal funds made available through the Vocational Education Act of 1946, two of the District A&M schools were converted into state-operated trade schools, primarily for adults. These two schools, North Georgia Tech and South Georgia Tech, were the forerunners of the current network of postsecondary vocational-technical schools, established with the aid of federal funds made available under the Vocational Education Act of 1963.

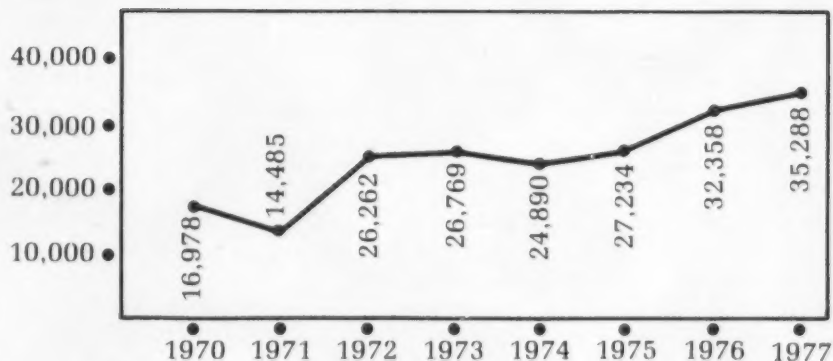
The growing concept of postsecondary area vocational-technical schools was strengthened with the passage of a 1960 state constitutional amendment authorizing two or more counties or municipalities, or combination thereof, to

establish such schools jointly. A 1966 amendment specifically provided for the establishment of area school districts, with area school boards and area school superintendents, for the area technical schools. It also specified that the schools must be operated in conformance with regulations promulgated by the State Board of Education.

The State Board of Education administers the State Plan for Vocational Education and supervises its implementation by local education agencies. The Board is also empowered as the sole state agency to receive federal funds allotted to Georgia under the Vocational Education Act or other Acts of Congress for occupational and vocational programs. Therefore, in order to implement programs within agencies other than public schools, it establishes certain policies and enters into contracts with such agencies for the performance of specified activities. For example, under such arrangements, the State Board may develop, implement, and maintain occupational training programs as divisions of public junior and community colleges, as previously discussed.

Enrollment in the vocational-technical programs, including those in college divisions, has grown from 16,978 students in 1970 to 35,288 students in 1977—an increase of 18,310 students, or 108 percent. The greatest enrollment increase occurred in 1972 when

Figure 4
Public Vocational-Technical Program
Enrollment 1970-1977



Source: Georgia Department of Education, Office of Vocational Education

enrollment was up 11,777 students from the previous year. Only two years, 1971 and 1974, showed a small decrease in the number of students enrolled (see Figure 4).

Several factors have contributed to the tremendous enrollment growth in vocational programs since 1970. They include the increasing availability of federal funding, the expansion of training facilities, the development of the joint vocational program in three junior colleges beginning in 1972, the development of cooperative degree programs with junior and senior colleges beginning in 1973, and accreditation of the schools beginning in 1971. By 1974, 25 area vocational-technical schools were accredited by the Commission on Occupational Education of the Southern Association of Colleges and Schools.

Complete enrollment data, in the past, has generally been difficult to obtain, especially on part-time students. Enrollment shown in Figure 4 above represents head-count on full-time students, only, and for full school terms. New health occupation center and joint junior college enrollment figures have been included since 1976. Totals also include enrollments for some distributive education (vocational) programs in DeKalb Community College, Gainesville Junior College, and Abraham Baldwin Agricultural College, as well as for a textile technology program at Southern Technical Institute. Under the former system of data collection, discrete breakdowns of enrollment information were not attempted.

Currently, the State Department of Education is developing a Management Information System (MIS) for collecting data on all vocational programs in secondary and postsecondary schools. To be completed by the end of FY 1979, the system will provide information in seven areas: students, staff, finances, follow-up and placement of students, inventory of equipment, occupational training needs, and facilities. An eighth component will address the total interface of information. Enrollment data, specifically, will be considerably more discrete and be analyzed in terms of individual schools, program taxonomy, ethnic composition, sex, and handicapped population. Enrollment figures for the current fiscal year are available through this new data information system. Vocational-technical students in the 30 vocational-technical schools, and programs in six public junior colleges totaled 24,460 as of December 20, 1978. This figure includes both full-time and part-time day students who were enrolled at any time between July 1, 1978 and December 20, 1978.



GEORGIA'S STATE-APPROVED PROPRIETARY COLLEGES AND SCHOOLS 1979

- ▲ Degree Institutions (10)
- Non-Degree Institutions (103)



PROPRIETARY SECTOR

The proprietary sector, one of the oldest sectors in the state, offers viable alternatives to the traditional opportunities available to Georgians desiring an education beyond high school. During the early 1970's a technological explosion created new career opportunities requiring specialized training. Proprietary schools were quick to respond to this need and rapidly increased in number.

The proprietary schools have been characterized as fulfilling needs which are not met by other training sources. Students choose to attend these institutions for a variety of reasons, some of which include:

- (1) Course content includes skills necessary for job goals without "superfluous" academia.
- (2) Courses are tailored to the student's needs—not the student to the courses.
- (3) There are short completion times and, therefore, early employment starts.
- (4) There is a quick response to manpower changes.
- (5) There is a financial flexibility for payment.
- (6) There is placement assistance.¹

¹"Proprietary Education: An Overview of Private Independent Education in Florida (Postsecondary Emphasis)". Presentation for the Florida Postsecondary Education Commission Meeting, June 15, 1978, Tampa, Florida.

Recently, a proprietary school board chairman summed up the proprietary schools as:

"... tax-paying education institutions which aim to prepare students for the world of work in the shortest possible time. They are industry-regulated, as well as state and federally regulated.

Furthermore, as these schools strive to meet market demands and to relieve state and federal government from the responsibility of training every person desiring postsecondary education, they earn a valuable place in our nation's economy."²

Although proprietary schools are known to have existed during the Colonial period, they did not gain momentum until after the Civil War. Business schools offering training in typing, shorthand, and accounting flourished during the industrial revolution. Since World War II and the Korean War, proprietary schools have become more technologically oriented; and in Georgia, most schools have been in operation for less than 10 years, as a response to the growing need for industrial and business employees in the state during the past decade.

The proprietary sector includes postsecondary education institutions that are privately

owned by individuals, partnerships, or corporations, and operated as business enterprises on a profit or non-profit basis. Except for the few institutions which had applied through the State Board of Education for a charter to grant degrees or diplomas, proprietary school operations had not been regulated by the State until passage of the 1972 Georgia Proprietary School Act, which addresses non-degree granting schools, and the 1978 Postsecondary Educational Authorization Act, which focuses on the private degree-granting institutions.

Under the 1972 Proprietary School Act, any proprietary school or college must be state approved if it maintains a place of business in the State of Georgia or solicits business within the state, and offers or maintains a course or courses of instruction or study which are available through classroom instruction and/or correspondence to persons for the purpose of training, preparing, or improving such persons for a field of endeavor in a business, trade, technical or industrial occupation. Both facilities and curricula must meet minimum standards under the Act in order to be approved by the Board of Education. Schools exempt from provisions of the Act are numerous, and include:

- (a) Government-supported schools.
- (b) Private kindergarten, elementary or high schools.

- (c) Non-profit schools owned, controlled, operated and conducted by religious, denominational, charitable, or similar public institutions exempt from property taxation.
- (d) Instructional courses on purely avocational or recreational subjects.
- (e) Instructional courses sponsored by employers for their employees.
- (f) Instructional courses sponsored by trades or organizations with closed memberships.
- (g) Private, nationally accredited, and degree-granting colleges and universities.
- (h) Schools otherwise regulated and approved under other state laws.
- (i) Schools financed by government, private industry, or persons other than the student involved on a contract basis and having closed enrollments.
- (j) Any school in business at least 60 years nationally, or 25 years in Georgia.
- (k) Private colleges and universities located in foreign countries.
- (l) Flight schools currently certified by the Federal Aviation Agency.

As of February 1979, 124 non-degree granting proprietary schools met the regulations of this Act and were state-approved for operation. Twenty-one of these

²Presentation by Mr. Jack Henderson to the Southeast Public Conference of the Governor's Committee on Postsecondary Education, Savannah, Georgia, November 29, 1978.

were out-of-state schools (see Appendices E-I and E-II).

The Postsecondary Educational Authorization Act of 1978 authorizes the State Board of Education to issue licenses to degree-granting private colleges and universities, to establish rules, regulations and procedures for operation, to investigate applications and complaints, and to hold hearings as necessary. Institutions and programs which are exempted from this law include:

- (1) Education sponsored by a bona fide trade, business, professional, or fraternal organization, solely for that organization's membership, or offered on a no-fee basis, not granting degrees.
- (2) Education solely vocational or recreational in nature, and institutions, not granting degrees, offering such education exclusively.
- (3) Postsecondary educational institutions established, operated, and governed by this state, its agencies or its political subdivisions.
- (4) Institutions, not granting degrees, subject to regulation under the Act known as the "Georgia Proprietary School Act," approved March 9, 1972 (Ga. Laws 1972, p. 156), as amended, unless the institution chooses to grant degrees.
- (5) Private colleges and universities located in

foreign countries which award degrees and which maintain and operate educational programs in Georgia.

- (6) Fully accredited liberal arts colleges and universities whose principal office and campus are located in Georgia, and their related graduate and professional programs, which have been recognized for more than 10 years by a national or regional accrediting agency recognized by the United States Office of Education.

Prior to this recent legislation, 12 of the degree-granting schools were under the jurisdiction of the 1972 Proprietary Act (see Appendix E-III). Since the Authorization Act was not effective until January 1979, there presently exists only a tentative list for the degree-granting proprietary institutions in Georgia.

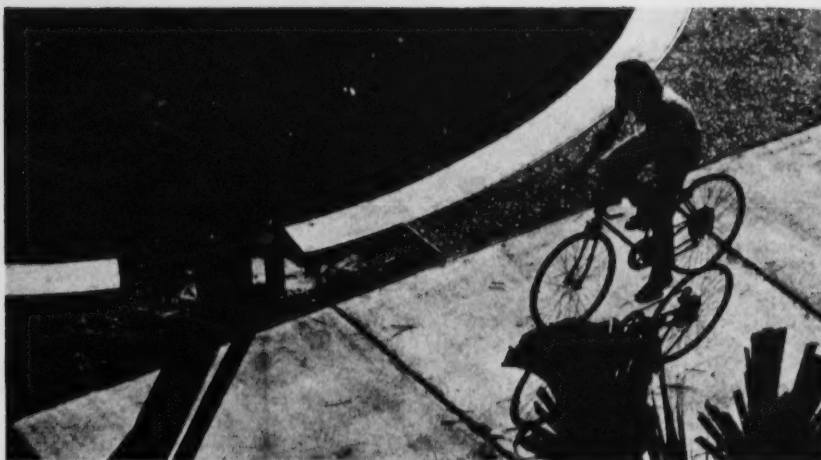
A number of other proprietary schools are licensed to operate by specific State Regulatory Boards concerned with training and licensing for various professions and trades. While most of these State Boards license the individual rather than the specific institution, the State Board of Barbers and State Board of Cosmetology license the institutions also. As of March 1979, these two Boards had licensed 66 proprietary institutions in the State of Georgia. These institutions are

not regulated by the State Board of Education.

Overall standards for proprietary institutions are promulgated by the State Board of Education with the aid of the Proprietary School Advisory Commission, an independent commission established by the General Assembly and composed of officials from business and education.

In the Fall of 1969, a group of proprietary school representatives formed the Georgia Private School Association. This association's membership presently consists of 26 members who strive to represent and promote the best interests of the proprietary education industry and consumer. The enrollment figures for their institutions totalled 7,558 students by cumulative headcount from July 1, 1978 to December 31, 1978. These are the only current and accurate enrollment figures on Georgia's proprietary education.

The proprietary sector, including both profit-making and non-profit institutions, was examined in depth for the first time during 1974-75 by the Georgia Postsecondary Education Commission. Findings indicated that there were 216 postsecondary proprietary institutions operating in the state, as of March 1975. Preliminary findings of a follow-up survey conducted during 1975-76 indicated a total of 224 in operation. These institutions



were classified into four general areas. These included degree-granting institutions, such as art institutes, fashion colleges, and business colleges; professional institutions, such as mortuary science, chiropractic, and law schools; career vocational-technical institutions, which generally specialized in a single career field, such as aviation, barbering, real estate, and cosmetology; and the private hospital schools and centers, with programs such as practical nursing, anesthesia, and allied health education. The lengths of the programs varied from three months to two years and, upon completion, the student was awarded a certificate, or diploma, or degree.

The study found that students attending this sector of postsecondary education accounted for approximately

14 percent of the enrollment in educational institutions beyond high school. The total enrollment for the 1974-75 school year was estimated to be 24,164 students in the 216 operating proprietary colleges and schools.* The enrollments ranged from five to 2,500 students, with one-third of the institutions having fewer than 25 students.

Although proprietary institutions are scattered throughout the state, most of them are located in metropolitan and industrial areas. The Atlanta metropolitan area contains the largest number of approved institutions.

*Since about half of these institutions were not state-regulated, both the number of institutions and enrollments were significantly higher than the currently reported state-approved in-state institutions with an enrollment of about 13,852 students.

OTHER POSTSECONDARY OPPORTUNITIES

The four postsecondary education sectors previously described provide the bulk of the opportunities available to Georgians beyond high school. However, there are other areas of importance that do not come under these four segments. They include the Academic Common Market, military base education, apprenticeship programs, and external degree programs.

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The Academic Common Market was begun in 1974 by the Southern Regional Education Board. The Common Market assures availability and access to many unique or specialized graduate programs throughout the southern region to students who do not have these educational opportunities in their own home states. As of the academic year 1977-78, over 225 academic programs were available through this agreement. These include such programs as actuarial science, African history, ceramic engineering, coastal geography, meteorology, petroleum engineering, toxicology, physical therapy, and natural resources and environmental economics.

During the 1977-78 academic year, 41 Georgia students took advantage of these unique programs in other states, while 29 out-of-state students participated in the 16 graduate-level programs offered in Georgia through the Academic Common Market.

Students do not have to pay out-of-state fees to enroll in these programs.

Postsecondary educational opportunities for active military personnel is a relatively new and growing need in Georgia.

Although in-state public and private colleges have intermittently offered programs on individual military bases, out-of-state institutions have recently added numerous extension centers on such bases (see Appendix F). At the present time, there are no regional or state regulations for the operation of these institutions in Georgia. The military base commander is usually the key person who determines the programs offered on the base. His choice is "heavily influenced by costs, institutions' past efforts on the base, the range of offerings and their scheduling in relation to military needs."¹ There is little available data on the enrollments and program offerings of these institutions on Georgia's military bases.

There are also numerous out-of-state colleges and universities, not connected with the military bases, which offer external degrees to Georgians. Previous to the 1978 Postsecondary Educational Authorization Act, these institutions, estimated to be approximately 63 in number, were under no state regulations.

¹T. Edward Hollander, "A New Clientele Seeks Education," *Compact* (Spring, 1977) p. 18.

Formal apprenticeship programs are jointly administered by labor and management groups of specific trades and individual employers. A person in these programs learns a skilled trade through on-the-job training that is combined with classroom instruction and, at the same time, receives a high wage with regular pay increases. Most of these programs are open to persons between the ages of 17 and 26 who have a high school diploma or its equivalent. Training is provided for Georgians in 203 apprenticeship programs registered with the United States Department of Labor, but not all are labor union programs, and many are employer-sponsored. These programs include training in such fields as asbestos worker, automotive body repairman, bricklayer, carpenter, engraver, iron worker, patternmaker, plumber, roofer, and tile setter.

The National Apprenticeship Act of 1937 charged the United States Department of Labor with the responsibility of encouraging, approving and overseeing apprenticeship programs. These duties are performed by the Bureau of Apprenticeship and Training of the United States Department of Labor in cooperation with state apprenticeship agencies. The Department of Labor sets training and administrative standards for the programs it registers. These programs are approved by the Veterans Administration for G.I.

Bill benefits.

An employer (public or private) or union need not register its apprenticeship programs. However, registration is required when certain federal benefits may be involved, as described in the Davis-Bacon Act.

The United States Department of Labor maintains apprenticeship data by program (employer or union), by occupational title, and by sex and ethnic origin of apprentices. These data are available on an annual basis.

Within Georgia, there were 3,260 apprentices enrolled on January 1, 1977, and 3,460 apprentices on the rolls as of December 31, 1977.

ISSUE IDENTIFICATION

The Committee, in fulfilling its mission, solicited information and advice from the state's educators, legislators, citizens, professionals, government officials, and students. Four major objectives were sought, in its approach for identifying issues:

- (1) Obtaining a wide response from Georgia citizens.
- (2) Encouraging four-sector participation and representation.
- (3) Obtaining valid and reliable information for analysis.
- (4) Reviewing the data collected and selecting the issues of most significance for Georgia.

The activities focused upon Committee and subcommittee meetings, two surveys, five regional conferences, a literature search, responses of professionals and organizations to draft papers, four leadership hearings, and a series of Committee meetings which analyzed all the material available.

Participation of the general public and the professionals was encouraged through use of the media; over 1,000 press releases were mailed throughout the state and meetings were publicized over radio and TV. Draft materials were prepared and distributed to more than 100 individuals (representing professional and citizen groups) before the Committee finalized

issues. Table 1 summarizes the activities of the Committee.

Before the year's planning activities were launched, the educational leaders from all four sectors were asked to discuss their activities and interests with the Committee at its first meeting. Based upon this information and the charge of the Governor, the Committee developed its action plan for the year.

In order to identify all major areas of concern in the state, an open-ended survey was conducted during the summer months. Professional education organizations participated in this initial data-gathering activity.

Information obtained from this survey helped in the design of a questionnaire used to solicit input from educators, citizens, government employees, legislators, and student leaders. These questionnaires were distributed statewide, and analyzed during the late Fall.

The five regional conferences were held in Albany, Macon, Rome, Savannah, and Athens. Nearly 300 individuals participated in these, expressing their needs, problems, and concerns for postsecondary education.

The Committee also conducted a survey of the literature to help identify (1) issues of importance in other states, and (2) the activities and programs that were

being developed by other states to cope with these issues.

The Committee then analyzed all available data and produced several draft copies of issue statements for discussion purposes. The final draft was distributed to over 100 individuals for review and comment. Final public hearings were conducted, and eight educational leaders, representing all four sectors, responded in detail to the final draft document.

The selection and development of the issues considered to be most significant for action in improving Georgia's postsecondary education involved continuous interaction and participation of all four postsecondary sectors. The issues thus represent each sector's individual concerns, as well as those of the state as a whole.

TABLE 1

ISSUE IDENTIFICATION: SCHEDULE, ACTIVITY AND PARTICIPANTS

SCHEDULE	ACTIVITY	PARTICIPANTS
June 1978	Sector Introductions	1 Private 1 Public Collegiate 1 Public Voc-Tech 1 Proprietary
June 1978- June 1979	Committee and Sub-Committee Meetings	13 Members 150 Guests 45 Speakers
August - October 1978	Survey I: Issues & Recommendations Professional Education Organizations	200 Surveyed 45% Returned
October - December 1978	Regional Conferences	300 Participants 60 Speakers
October 1978	Survey IIa: Questionnaire Educators, Citizens, Government	350 Mailed 39% Returned
January 1979	Survey IIb: Questionnaire Consumer: Student	33 Mailed 39% Returned
January - February 1979	Literature Review	National Reports, Journals, Texts
March 1979	Draft Issue Paper Circulated	100 Mailed
March - April 1979	Four Leadership Hearings	3 Private Collegiate 1 Public Collegiate 2 Voc - Tech 2 Proprietary
April 1979	Committee Analysis and Final Issue Identification	13 Members

POSTSECONDARY EDUCATION ISSUES

ISSUES IN PERSPECTIVE

Many of the issues and concerns presented in this report are not new. In fact, a number of problems identified here were of great concern to education and government leaders nearly 20 years ago. Some problems have become intensified under new social and economic stresses; others have assumed more significance today because the postsecondary environment has taken on broader aspects. "Post-high school" education no longer means just "college". Postsecondary opportunities range from programs designed to equip individuals for performing simple, routine job tasks in factories to highly technical or professional career programs requiring many years of graduate preparation. Due to this broader definition of "postsecondary", other concepts—such as "inter-relatedness," "interdependence," "articulation," and "coordination," which were barely emerging in the 1960's—have also assumed more importance.

Overall purposes, or objectives, for postsecondary education have also broadened. In 1961, when the Southern Regional Education Board's (SREB) Commission on Goals for Higher Education examined the post-high school situation, it concentrated on improvement of colleges and

universities. The southern region was then entering a period of growth and development which offered many challenges to educational leaders. Central issues focused on the improvement of higher educational programs and facilities so that both citizens and institutions could effectively participate in and contribute to economic progress in the region. Five broad goals were adopted by the Commission to stimulate action, and another 28 objectives, or steps, for accomplishing these goals were specifically addressed to state government, colleges and universities, and public leaders.

The SREB goals addressed access, responsiveness, excellence, economic progress, and solutions for social problems. The objectives addressed such concerns as: development of two-year community colleges; higher admission standards; increased enrollments; long-range planning and coordination of higher education; utilization of instructional space and modern technology aids in teaching; improved counseling and guidance services; development of university capabilities and expansion of their activities and influence; competitive salaries for, and better utilization of, faculty; higher funding commitment from local, state, and federal governments for institutions of higher learning; a continuing

program of research and planning for every institution; and an insistence from colleges and universities that secondary schools provide better academic preparation of students.

In 1963, when Governor Carl Sanders established his Commission to Improve Education, most of these issues were still paramount, and the Commission adopted SREB's goals for continuing guidance of both the region and Georgia into the future. This Commission also related the advantages of an educated citizenry to the economic and social progress of the state, but emphasized the interdependency of all levels of education—from elementary through graduate school. In suggesting 10 ways in which the broad goals could be implemented for the long-range best interests of the state's people, the Commission stressed: better educational opportunities for all individuals at all economic levels and in all regions of the state; minimum standards for school operations; balanced academic and occupational programs; better programs for attracting and retaining good teachers; efficient utilization of education dollars; establishing a statewide television network; adequate planning, research and experimentation for education at all levels; a new partnership agreement between

state and local effort in financing an improved school system; and sufficient financial support to the University System to fit it to the needs of modern Georgia in the space age.

Both Commissions emphasized that state investment in quality education for its people would result in an improved state image on the national scene, and eventual economic dividends.

It is evident that Georgia has progressed economically, culturally, and socially during the past two decades. Educational opportunities are available to all strata of society and in all regions of the state. More graduates, more facilities, higher standards, and more funding have improved the state's status in the education community. However, it is also apparent that many efforts toward reaching stated goals have not yet been made, and therefore weaknesses still exist in the educational system. This was acknowledged in a 1974 follow-up review of regional

accomplishments based on the 1961 goals and objectives. According to this study, a need for more progress was seen in: improving student performance at secondary levels; attracting excellent faculty; financial support for education; state concern for shifting manpower needs; public understanding of higher education; and achieving maximum efficiency in institutions.

These concerns were also reiterated many times during committee meetings, regional conferences, and public hearings conducted by the Governor's Committee on Postsecondary Education; and have therefore been included among the issues presented. However, they have been embodied in the broader concerns which relate to a wider perspective of postsecondary education. As the Southern Regional Education Board pointed out in its study of *Priorities for Postsecondary Education in the South*, published in 1976, particular attention needs to be given now both to "unintended and unanticipated consequences of growth and expansion" and to "the structure and process by which limited funds will be allocated and by which public resources will be used."

Of the nine priorities which SREB viewed as having most significance for the continued development of postsecondary education, statewide planning was given the top position. Other

"crucial" needs were: education and training for employment, and adequate, equitable, and efficient funding for all postsecondary education. Expanded educational opportunities, development of university capabilities, balanced curricula, and high quality graduate programs were still seen as viable objectives. Priority attention was also given to the increasing number of newer education consumers such as minorities, women, and non-traditional students, and to the need for improved faculty performance and productivity. These issues have also been addressed in this report, since they are still seen as critical by educators and community leaders throughout the state.

However, this Committee is particularly aware of the need to reassess many of the issues in a new perspective. Newer and more precise data is needed to give a clearer picture of the postsecondary environment, student and community needs, institutional expectations, and the kinds and availability of financial resources. It also sees a need for a higher commitment on the part of the state and local decision-makers to the total postsecondary community. Thus, the issues which are presented here not only reflect continuing priority needs of the state, but also attempt to stimulate new concepts, perceptions, and better understandings about that community.



A NEW PERCEPTION OF POSTSECONDARY EDUCATION IN GEORGIA

There is a need for a new perception and a deeper public understanding of postsecondary education in Georgia. This is surely the case if the state is to make full use of its educational resources beyond the high school level.

Postsecondary education is no longer a matter of "higher education" with other alternatives. There is a growing recognition that public policy needs broader expression, not only in the public and private "higher education" sectors, but also in the private and public vocational sectors.

Georgia is fortunate to have outstanding and nationally-recognized institutions and programs in each of the four postsecondary sectors. Particularly has this been true of the University System of Georgia whose structure, program-development, and university-level achievements have received national recognition. Similar recognition has been achieved by colleges and universities in the private sector.

However, there are other options for postsecondary education which afford opportunities for self-development to the state's citizens as well as enhance the general community and economic life of the state. It is to be anticipated

that there will be a growing demand for career, vocational-technical, and forms of continuing and adult education.

The availability of quality career and vocational-technical education is a major factor in increasing the productivity and earning power of individuals, in Georgia's ability to attract industry requiring higher skills, and in maintaining a healthy economy. In recognition of these needs and demands, the



postsecondary education sectors which provide most of the career and vocational postsecondary training—that is, the public vocational-technical schools and the private proprietary colleges and schools—will require increasing attention in the development of public postsecondary education policy in the immediate future.

In the new perception of postsecondary education in Georgia, the private collegiate and proprietary sectors are deserving of a greater measure of recognition and respect in the formulation of public policy. These sectors not only increase the choices of educational opportunities for the state's citizens, but they may also serve as a yardstick by which the accomplishments of public institutions may be measured in many areas. In addition, private institutions are able to respond quickly to citizen and community demands, and they have capabilities for educational development and experimentation that are valuable assets to the state. Their educational plants represent a considerable investment in the state and have served an important function in saving Georgia taxpayers from financing additional public facilities to accommodate burgeoning postsecondary enrollments. However, the expected enrollment decline in some sectors will result in more competitiveness among institutions, and cooperation and

coordination will be needed to insure that quality programs are maintained in all sectors, and that the unique contributions of the private sectors are preserved.

The new perception of postsecondary education which is urged is not intended to suggest a de-emphasis of the college and university sectors, nor of the public sectors, but is put forward in recognition of an expanding constituency in postsecondary education in the vocational and private sectors. There is a justifiable aspiration within these sectors and among their constituents to be recognized and respected for their own merits and contributions in the formulation of state policy and goals.

The Governor's Committee on Postsecondary Education proposes the issues and recommendations presented in this report as a means of providing this needed new perception and broader public understanding of postsecondary education.

AGENDA FOR ACTION

State leaders and policy-makers should promote an expanded perception of postsecondary education, which recognizes the unique qualities and contributions of each sector.

POSTSECONDARY EDUCATION GOALS

A comprehensive statement of postsecondary education goals for Georgia needs to be developed and adopted to provide a basis for agreement among the postsecondary institutions and sectors, a focus for concerted action by the state, and criteria against which progress in postsecondary education can be measured.

Institutions, educational agencies, and associations have defined goals in the past which were helpful in meeting the needs of the institutions and the sectors they represented. However, institutional mission statements are not sufficient to meet the state's needs for comprehensive postsecondary goals and objectives.

While all postsecondary sectors and institutions share some common goals, such as instructional excellence and fiscal responsibility, individuals sectors and institutions also have distinctive goals related to service areas, clientele and types of programs. Postsecondary goals for Georgia should express both common and distinctive goals, be defined in terms of the overall needs of the state and its citizens, and give recognition to the unique qualities and missions of individual sectors.

Previous study commissions have recognized the need for

statewide goals. The Commission on Goals for Higher Education in the South developed in 1961 a set of goals for the southern region:

- (1) To provide every individual with opportunity for maximum development of his abilities.
- (2) To produce citizens responsive to the social, economic and political needs of their time.
- (3) To achieve excellence in teaching, scholarship and research.
- (4) To accelerate the economic progress of the southern region.
- (5) To guide the region in solving social problems created by population changes, racial difference, urbanization, and technological growth.

Many of the southern states such as North and South Carolina, Virginia, Maryland, Louisiana, Alabama and Kentucky have adopted these or similar goals as part of their long-range plans for postsecondary education. The Georgia Governor's Commission to Improve Education in 1963 adopted the goals for its own guidance and commended them to the people of Georgia.

The Southern Regional Education Board, in its 1976 position statement *Priorities for Postsecondary Education in the South*, indicated that agreement should be reached by postsecondary institutions in each state about both general goals and

objectives and on specific responsibilities of the various sectors.

Despite these recommendations, no state-level goals for postsecondary education have been adopted in Georgia. This has resulted in a lack of agreement on the direction in which postsecondary education should move, and a lack of common purpose among the various sectors. It also results in fragmented efforts which often serve special rather than state interests. Most importantly, the state has not yet had a recognized basis upon which to evaluate efforts of all sectors, or to establish policies and priorities for efficient allocation of resources to all postsecondary education.

Goals and related objectives would provide a framework within which agreed-upon state commitments can be considered when there are proposals for such actions as: creating new institutions, changing roles of institutions, changing governance structures, funding special programs or projects in particular regions of the state, or initiating legislation affecting postsecondary education.

The full achievement of the goals may take a number of years; however, the path for postsecondary action would be well defined. Publicly stated and approved goals would enhance public understanding of postsecondary education and improve public support.

Establishment of and commitment to statewide goals will provide a focus for decision-making and resource allocation in the future.

AGENDA FOR ACTION

The Governor should take immediate steps to initiate the development of postsecondary education goals for Georgia. The mechanism for developing these goals should include wide representation of postsecondary sectors, and should result in comprehensive goals and objectives for postsecondary education within the state.

Efforts to establish comprehensive goals should be made with understanding and appreciation of the public interests to be served by state-level goals, priorities, and commitments.

Goal-setting should include systematic inquiry into present priorities and commitments of postsecondary institutions, careful efforts to identify gaps and discrepancies, and specific attempts to discover or identify future needs and expectations of postsecondary participants.

COMMUNICATION AND COOPERATION

Improved communication and cooperation is needed among the institutions, associations, and state agencies concerned with Georgia's postsecondary education, so that all sectors can better share resources and deal with common problems. Many informal arrangements exist in the state, and different types of organizations have been established through which information may be shared among the sectors—such as professional associations, educational agencies and advisory councils. However, there is no formally recognized network which facilitates joint efforts toward the solution of postsecondary problems.

Currently, there are some efforts underway to encourage cooperation between vocational-technical schools and public colleges. Under joint agreements, students receive college credit for their technical training. Under an agreement with the State Board of Education, the Board of Regents operates vocational divisions on three junior college campuses. Also, a Special Liaison Committee of the Board of Regents of the University System of Georgia and the State Board of Education was established in 1977 to examine, cooperatively, issues affecting both Boards. The main issue which has been substantively addressed by the Liaison Committee has been teacher education.

Under the state constitution, however, both the State Board of Education and the Board of Regents are established as separate entities, with separate responsibilities, and with no provision made for permanent working relationships between the public colleges and public vocational-technical schools. Neither is there specific legal provision for joint educational endeavors among the public and private sectors. Private institutions have traditionally sought to remain autonomous and independent of outside controls, and therefore do not have central agencies that encourage cooperation among institutions and sectors.

Some of the problems which have resulted from the lack of communication and cooperation among sectors and institutions have been intense competition for available funds and students, unnecessary duplication of programs, difficulties concerning transfer of credit among institutions, and the underutilization of facilities and programs among institutions. Further, a lack of articulation among institutions has restricted the student's ability to move easily from one level of instruction and from one institution to another which is often critical to student success in advancing through both academic and vocational programs. Most importantly, the sectors have neither sufficiently understood each other's missions,

goals, and capabilities, nor recognized areas in which they can share or plan together. Consequently, little consideration is given to the interrelatedness of the sectors, and to the effects of the policies of one institution or sector on all other institutions and sectors.

This lack of understanding may be due to the lack of accurate, comparable, and reliable information that describes each of the four sectors—such as enrollment, program offerings, off-campus or extension offerings, and program completions. While the public sectors do have much information available regarding their institutions, similar information for private institutions is lacking. In addition, there is neither agreement among all sectors as to common definitions and terms, nor an ongoing process or method for exchanging information. The resolution of these problems would help sectors in their mutual understanding and planning for the future, and would provide important data on which the Governor, legislators, and policymakers could base important decisions.

AGENDA FOR ACTION

The Governor should provide a forum for encouraging cooperation and communication among postsecondary institutions. This forum should be representative of all sectors and the general public and should provide opportunities



for communication, data collection, and information dissemination. This forum should also help institutions define common problems, understand their mutual capabilities, and actively create opportunities for cooperation.

Both the private collegiate and the proprietary sectors should endeavor to strengthen communicative and cooperative ties among their respective institutions, and to establish processes through which accurate, up-to-date, and comprehensive information can be obtained, periodically, about all institutions in each sector.

ASSESSING EMERGING ISSUES

Means should be developed to continually identify, describe and analyze emerging issues in postsecondary education in Georgia. Methods should be designed to reflect the interest and concern of sectors involved, to utilize the judgement of professionals in the postsecondary education community, to incorporate the opinions of citizens, and to include those individuals responsible for policy making. A formalized method for assessing emerging issues would assure their consideration by the various planning and funding units in the state.

The broad issues involving the economy, enrollment, funding, governance, and quality of instruction are perennial issues of concern in Georgia and other states.

Some new concerns for the 1980's and 1990's will be fluctuating or uncertain economic growth patterns which may limit the sources of new funds to postsecondary education and to other state funding priorities; and access issues related to postsecondary education—such as off-campus work, continuing education, external degree offerings, and student compositions which are expected to change the nature and traditional practices of institutions. In addition, the 1980's



and 1990's will bring their own particular problems and issues, and it will become increasingly important to anticipate and meet these in effective ways.

Excellent educational programs require faculty members and teachers who are dedicated and productive, responsive to students, and active in community services. Emerging issues related to these needs will be the proper role of tenure in a stable postsecondary environment, sufficient incentives for increasing productivity—such as development activities which lead to faculty creativity, vitality, and renewal, adequate opportunities for exchange of ideas, and issues related to collective bargaining.

Facilities constructed in the 1960's will require increasing amounts of maintenance, and many must be altered for energy efficiency and accessibility for the handicapped. By the year 2000, extensive building programs may be required for replacement of

many of these structures. At that time, will the separate sectors still maintain and support numerous buildings? Will there be procedures for inter-sector cooperation and support?

Another issue which has been the subject of continuing debate in Georgia is the division of responsibility in teacher preparation and certification. Although the Board of Education/Board of Regents Joint Liaison Committee, through a joint statement, has designated the Boards' respective roles in these areas, disagreement still exists among both public and private institutions and the State Department of Education concerning the point at which lines of responsibility should be drawn.

An important issue, both now and in the future, is that of state oversight, for the protection of education consumers. Current laws and standards which provide for regulation of the private sector, for example, will need reexamination in respect to their

ability to ensure quality programs, financial stability, and self-evaluation procedures.

Another critical issue increasing in intensity is the burden which federal regulations have placed upon postsecondary education. Although federal funding has been aggressively sought after and used by institutions, compliance with related rules and regulations has forced increased program, construction, and administrative costs.

Student aid will require continuous study. There is growing interest in redefining the purpose of student aid, and there is growing pressure from middle class citizens, the private colleges and the proprietary schools either to participate in state aid programs or to increase the level of participation.

The amount the state's citizens should share in the actual cost of their education is of interest to all four sectors. Should tuition be charged to students based on a fixed percentage of actual costs? Should students at public vocational technical schools begin paying tuition?

Another issue of important concern is the question of vocational governance. This issue is one example of the impact that can occur if problems within a sector emerge as issues and are allowed to grow to large proportions before being resolved. Efforts to resolve this problem have included a change in state leadership, a study by a Senate

Committee, a study by the Georgia Educational Improvement Council, and an interest by the House of Representatives in reviewing governance during the next year. Despite the widespread concern surrounding this issue, agreement has still not been reached regarding an appropriate solution. Further delays in the resolution of this problem may result in delays to planned improvements in vocational education.

A failure to plan for emerging issues such as those indicated above has frequently resulted in "crisis management," or a lack of coordination necessary to assure that state-level priorities and goals are met.

It would be best to anticipate some of these concerns and to analyze the problems before they become controversial, or before they have significant negative impact. Continuous analysis of the many complex postsecondary educational issues now emerging will aid the state in evaluating, predicting, and investing in its future wisely, instead of reacting to a series of crises, and will assist institutions and sectors in better understanding the issues which they meet on a continuing basis.

AGENDA FOR ACTION

The Governor should establish procedures for an ongoing process which will assist state-level and institutional decision makers in identifying relevant issues which may require adjustments in policy, funding, goals, and standards.

EFFICIENCY AND EFFECTIVENESS IN THE USE OF PUBLIC RESOURCES

Georgia's commitment to quality in postsecondary education should be evident in improved forms of accountability. The State has broad and extensive responsibilities for providing its citizens with adequate opportunities to obtain high quality education at all levels and in all sectors. To meet these responsibilities, the State needs an effective means by which it can account for the progress made in postsecondary education.

Given the public resources invested in postsecondary education, the State should take steps to ensure that those public resources are used efficiently and effectively in the education of Georgia high school graduates. Institutional and instructional programs must meet acceptable standards of economic efficiency and fiscal responsibility in expending public or private funds for educational purposes. At the same time, postsecondary institutions and programs must ensure that they are effective in meeting the needs and expectations of students who seek their educational benefits.

Essential to the State's concern for efficiency and effectiveness is an acceptable, ongoing process for program review or evaluation. Implied in the process is the

expectation that programs judged no longer efficient or of dubious effectiveness will be improved or discontinued. Institutions should be encouraged to set goals, objectives, and standards by which their performance can be assessed, and general or comprehensive guidelines for program assessment should be developed at the state level. Minimal standards or guidelines are available in such cases where proprietary schools or colleges and private degree-granting institutions must acquire state approval. The State's authorizing standards are not directly concerned with program quality, however, and cannot serve the public's need for accountability. Accreditation on a voluntary basis by regional accrediting agencies fails to establish norms or standards whereby institutions can ensure program quality. Neither licensing nor accreditation specify requirements for performance as such, but can only consist of regulations or guidelines that demonstrate the achievement of minimal qualifications.

Standards for program quality vary according to the role and scope of each institution within each sector; i.e., a research institution may develop standards that emphasize theoretical and experimental efforts and the publication of results. The number of students attending graduate school and the performance of students taking standardized

examinations are measures which higher education uses in the assessment of quality. Vocational institutions are judged by placement of graduates. While all of these tools provide data that may be used for comparing institutions, more definitive measures are needed for determining how well institutions are performing in educating individuals in general, and for assessing the performance of both faculty and students.



Since the purpose of program review should be program improvement, such review must occur at the classroom and instructional level, and self-improvement should be seen as the key element in the accountability process. It is important, therefore, that institutions be judged by the way they achieve their own missions. A broader, more comprehensive approach on a statewide basis would need to recognize the different missions

and clientele which institutions serve, as well as the fact that no single set of standards would be practical or productive for all programs.

At the state level there should be commitment to the broad areas of: access to postsecondary education, achievements of graduates, local and state manpower needs, effective faculty renewal and evaluation programs, and educational equality. State-level commitment should include review of agency achievements in meeting state educational goals or objectives.

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AGENDA FOR ACTION:

Institutions of postsecondary education should be encouraged to review and assess their programs with particular regard for statewide goals and objectives. Acceptable forms of accountability are dependent upon institutional leadership, and the reduction of needless duplication in programs must begin at the institutional level.

The state has an obligation to the public to ensure that institutions are managed efficiently and that programs are effective in serving the public's educational needs. State leadership should encourage, facilitate, and assure that effective forms of program review or assessment are developed in a manner that will lead to the continued improvement of postsecondary education.

ADEQUACY OF FUNDING

The State's present level of financial commitment to postsecondary education should be maintained, and increased where necessary, to ensure that the citizens of Georgia have access to excellent postsecondary programs and institutions.

Looking into the future, the State of Georgia should assess its commitment to postsecondary education. From some sources, there are demands for both additions and improvements to the postsecondary education system. On the other hand, there are expressions of budgetary alarm and demands for spending restraints. Conflicting demands for quality, and an improvement in standing relative to other states, must be reconciled with concurrent demands for tax relief and reduced government spending.

Inflation has a serious impact on postsecondary education, as it does in other areas of the economy. Various estimates have been cited as to the current rate of inflation, but costs for facilities maintenance, equipment and supplies, energy, and personnel are escalating at rates of 10 percent or more, often making it necessary for postsecondary institutions to sacrifice instructional needs in order to maintain plants and meet operating expenses.

Enrollment trends as they relate to postsecondary education must also be assessed. The state has

experienced rapid growth in enrollment during the past two decades. However, a review of current enrollment and future projections suggests that postsecondary enrollments are stabilizing. While it is unclear whether the next decade will show overall postsecondary enrollment increases, decreases, or fluctuations, it is clear that Georgia will not experience rapid growth equal to that of the recent past. Both geographic regions of the state and sectors may experience differential rates of growth, and the composition of the student body will probably be much different from that which postsecondary education has experienced in the past.

It is recognized that Georgia, like other states in the southeast, continues to experience relatively high economic growth as compared with other sections of the country, and that there is reason for optimism in terms of its relative ability to pay for education and other services provided by various levels of government. At the same time, there is no doubt but that the nation and state have entered an era in which the appropriation of public funds and resources for education and other public enterprises will undergo careful scrutiny, even though no level of education is subject to scrupulous cost/benefit evaluation, and precise projections.

The level and distribution of financial aid to students attending

Georgia's postsecondary institutions is another topic that relates to the level of state funding. Financial aid may be used to attract outstanding students to postsecondary institutions; and it may also be used to assist in the support of institutions by encouraging or increasing enrollment. Both purposes serve to ensure quality and stability in Georgia institutions.

Financial assistance is often the deciding factor in whether or not a student attends a particular postsecondary institution of his/her choice. As a result of studies undertaken in the late 1960's and early 1970's, both federal and state aid have been made increasingly available to students since 1972. However, a number of changes—both legislative and economic—have affected the eligibility status of students during the interim, and current grant and loan programs appear to be inadequate to meet the demands of all Georgia citizens seeking aid. Particular attention should be focused on the appropriate mix of grant and self-help assistance and on the distribution of costs among students, parents, and society.

The economic pressures affecting institutions are also impinging on the personnel that serve the postsecondary institutions and the state. Quality programs require stable, satisfied, and capable faculty. While job choice factors will differ among instructional personnel in

academic, vocational, and research activities, and in two-year, four-year and graduate institutions, salary compensation, developmental activities, future opportunities, and other benefits are among the factors considered as important influences in the retention of faculty. It has been found that inflation has already brought down the relative salary position of faculty members compared to other professional groups. Higher salaries in industry are attracting and critically lowering the number of qualified instructors available for teaching advanced vocational-technical programs. Although the state has accomplished much in improving faculty conditions during the past five years, the Committee feels that further improvement is needed if Georgia's institutions are to maintain quality programs competitive with those of other areas of the region and nation.

Ultimately, the people of Georgia and their elected representatives will have to make decisions about resources available for the future and the relative priority of postsecondary education in Georgia as compared with other public demands for services. Only after making these determinations can the planners make consistent policy in response to specific demands, such as the development of Georgia's universities as national research centers, the establishment of new programs in existing institutions,

the purchase of new and sophisticated equipment for scientific as well as vocational-technical education, and general faculty salary increases.

AGENDA FOR ACTION:

There should be an organized process for continuing study of the economic problems affecting postsecondary education. Such a process should help state-level decision-makers determine sufficient levels of state commitment for postsecondary education so that those levels can be more easily established and maintained on a long-range basis.

The scope and range of student financial aid should be assessed and reevaluated from the standpoint of equity, adequacy, and effectiveness in meeting the state's current and future goals for making postsecondary educational opportunities more accessible.

The long-range needs for faculty compensation and benefits should be assessed and reevaluated, and an appropriate level, based upon cost of living and other pertinent factors, should be maintained.

EFFECTIVE FUNDING AND BUDGETING

Increasing competition for available funds, limited funding sources, and uncertain enrollment patterns are all pressures which have increased the need for more efficient and effective administration of public resources for postsecondary education. There is also a need to improve the budgetary process through consideration of the resources of all postsecondary institutions in the state. Budgeting and funding policies should enable the state to guide postsecondary education successfully through changing conditions in the 1980's. Such policies also need to ensure fairness and adequacy among all sectors and the citizens they serve.

Currently, no long-term funding goals, policies, or plans exist on a statewide basis for all of postsecondary education in Georgia. Further, no explicit system has been established at the state level for coordinating funding among the various state agencies responsible for postsecondary education allocations among state, federal, and local agencies, or among the postsecondary sectors.

Without state-level guidelines, many budgetary decisions for postsecondary education have been made without sufficient understanding of the different needs of, and relationships among, the various postsecondary sectors;

without sufficient data for justifying public expenditures; and without a means for evaluating the sufficiency or the effectiveness of funding among the sectors. Also, there has been no obvious basis for establishing priorities for postsecondary funding. In many instances, funds have been allocated to institutions or programs to meet short-term objectives, such as for filling teacher and other manpower shortages, for matching federal dollars, for making emergency repairs, for meeting expenses necessitated by new federal regulations, or for meeting unexpected surges of student enrollments in certain programs and institutions.

Budgeting policies should take into consideration the impact funding decisions will have upon all sectors over the long term: for example, the effect upon the private sector of increased funding for public facilities and programs or for maintaining low public tuition costs; the effect upon public vocational-technical schools of funding vocational training programs in public colleges; the effect upon senior colleges and universities of more, or less, funding for junior colleges; or the effect upon public institutions of providing more or less aid to students attending institutions in the private sector.

Such policies should also reflect a sensitivity to factors which affect education costs. For example, inflation increases fixed

operational costs each year regardless of the number of students enrolled in institutions. Technological advances, causing rapid obsolescence and frequent replacement of equipment, increase program costs. The different missions of institutions cause variations in costs; for example, some vocational and professionally-oriented institutions and programs are more expensive to operate than those with traditional liberal arts programs, and research programs requiring extensive laboratories and special services are more costly than general instructional programs. Of particular importance is the need to maintain an appropriate balance between operating costs and personnel costs of institutions, particularly in light of increases in part-time students, who may not proportionately increase the total full-time equivalent enrollment, but who may require the same level of services as a large full-time enrollment.

Financing policies should be flexible enough that, when necessary, existing funding processes may be modified to reflect actual costs and expenditures, or more effective ways of funding may be initiated to meet additional needs of institutions and various regions of the state. Such methods as contracting services among institutions and sectors—to utilize public and private resources more effectively—and different methods of allocation for different levels and types of instruction, are examples of funding procedures which have been suggested.

AGENDA FOR ACTION:

The Governor should initiate a review and reevaluation of existing policies and processes for funding postsecondary education; and authorize the development of a coordinated plan for allocations, which is based on state-level funding priorities and which is consistent with institutional priorities.



BASIC SKILLS

A substantial number of Georgia's high school students are deficient in basic communication and mathematical skills. These deficiencies have been well-documented for the Committee by employers, parents, and educators, as well as numerous published studies and reports. Among the topics most frequently brought to the Committee's attention, this problem is one that is not limited to any one postsecondary sector, nor is it limited to any educational level or geographic region of the state or nation.

The question of why this situation exists, and who bears the responsibility for trying to improve it, is not addressed solely to the postsecondary area. It is definitely true that broadened access to postsecondary education during the past two decades has given new clientele the opportunity to attend postsecondary educational institutions. However, many students have been encouraged to pursue upward mobility through higher education, regardless of their motivations, aptitudes, or interest in advanced education; and others who have elected educational opportunities better tailored to their career objectives have found their progress impeded by lack of basic skills. The recognition of who attends postsecondary education institutions, and what their state

of preparedness must be, has not been accompanied by a comprehensive effort to coordinate academic content at the elementary and secondary level with the skills necessary for success at the postsecondary level.

The quality and level of teacher performance is being increasingly recognized as an important factor in the instruction of students. This issue is being addressed in Georgia through improvement in staff development activities and teacher training programs.

However, it must be recognized that the basic education of young people is not exclusively in the hands of, nor exclusively the responsibility of, educational institutions. External influences of society, and the general environment, both motivate and impede development of this area.

Some notable progress in assessing and remediating basic skill deficiencies has already been made. The State Board of Education has adopted a comprehensive student assessment plan in order to certify the competence of students. Additional assistance is given to students who fail to show satisfactory achievement in statewide tests being given at kindergarten and various higher primary and secondary levels. The skills of the high school graduate will be evaluated under a competency-based program to be phased in for freshmen entering in fiscal year 1980, and high school students will be required to

establish competencies in 20 basic and life-coping skills.

In 1973, the Board of Regents of the University System of Georgia directed each junior college, four-year college, and university in the state system to establish a division of special studies.

Approximately 25 percent of the total entering freshmen classes have enrolled in this program, which provides appropriate counseling and academic assistance to students entering with educational deficiencies in reading, English, and/or mathematics.

The area vocational-technical schools also provide assistance to students whose basic skills are inadequate. A minimum reading and mathematical proficiency level has been predetermined for each occupational area, and students not achieving these levels must work either full- or part-time on correcting their deficiencies.

There is no doubt that the state has a responsibility for seeing that all students, at all levels, have an opportunity to attain and make use of basic skills. But to what extent at each level resources must be committed to meeting this responsibility is a continuing issue, and the coordination of efforts is certainly an important question in the efficient management of resources. Clearly, the provision of these opportunities should not impede the state's vocational-technical schools, colleges, and universities from their primary

responsibilities in instruction, service, and research. Furthermore, efforts should be made outside the educational system, within families, neighborhoods, churches, governments, and social and cultural groups, to encourage and motivate the people of Georgia to pursue actively the attainment of the basic skills which will enable them to lead more productive and rewarding lives.

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AGENDA FOR ACTION:

Careful consideration and review should be given to the roles of all postsecondary institutions in providing instruction in basic skills.

Schools, colleges, and institutions at all levels in a democratic society should be concerned with the improvement of general literacy. Reading and writing are not esoteric skills of use only to those seeking advanced or specialized studies. Every institution should establish procedures to help students develop minimum competencies in line with its particular mission.

POSTSECONDARY EDUCATION AND WORK

The relationship between education and work should be given more emphasis in the preparation of students for effective and productive living in today's society; and opportunities for career and vocational training should be available to all students seeking postsecondary education.

More individuals are entering the job market today than ever before, and with more competition for available positions, even college graduates are finding it increasingly difficult to find satisfactory employment unless they have skills related to specific occupations. Employers are expecting more of prospective employees, so that only minimum on-the-job training will be necessary for satisfactory job performance. Further, the increasing complexity of the job marketplace is making it imperative that students have adequate information about job opportunities, requirements and potentials, as well as knowledge about their own career interests, motivations, goals, and capabilities before entering the world of work.

Since learning about work appears to be a common need among the vast majority of students attending postsecondary institutions today, it is increasingly recognized that

continued isolation of career education from general education deprives students of opportunities to become productive, self-supporting citizens.

There are many indications of a higher value being placed upon vocational education in Georgia, as in the rest of the nation—such as career exploration and job entry programs in secondary schools, more postsecondary technical and trade schools, more vocational programs in junior and senior colleges, and accreditation of postsecondary vocational schools and programs. However, while it is recognized that neither the educational system, nor individuals themselves, can anticipate and plan sufficiently for lifetime career needs, there is increasing belief that more can be done at both secondary and postsecondary levels to help students interpret and relate to the numerous and complex educational and career opportunities available to them.

Both the education and business communities are urging more balanced curricula which incorporate career concepts and are flexible and adaptable enough to adjust to changing job markets and manpower needs of the state. Employers are urging that more information be provided to students about the American economic system, productivity, and the work ethic in general. Citizens throughout the state see a need for students to gain first-hand experience in business

settings, and for representatives of professional and technical occupations to play a more active role in career instruction. Also, better coordination and articulation between vocational school and college programs, between secondary and post-secondary vocational programs, and between vocational and academic programs within the same institution are seen as crucial needs to assure continuity and appropriate levels of career and vocational education for students.

Finally, the role of career counseling is becoming more important in helping students to make effective decisions about their education and career needs. Also, better career counseling is needed to increase student awareness of the ever-expanding opportunities for both men and women, as career stereotypes diminish. In addition, many students, particularly older individuals entering postsecondary institutions today, have special education needs for changing or advancing their careers. Also, licensing and recertification of individuals often require higher levels of academic or occupational proficiency, and prospective students need guidance in selecting appropriate learning and job training opportunities. The Committee sees a need for a strengthened role of guidance counselors in the integration of career and academic curricula.

The current emphasis on work-relatedness has intensified the continuing debate about the relative values of "liberal" versus "practical" education. The Committee believes these do not represent mutually exclusive approaches to postsecondary education and that both have valuable components that should be better understood and respected by all educators. There is an important role for both liberal arts and career instruction in the educational system. To the extent that students have available to them educational options which combine the best aspects of both, Georgia citizens will receive a truly comprehensive education.

AGENDA FOR ACTION:

State policy-makers should give high priority and support to new and ongoing efforts by postsecondary institutions to integrate effectively career orientation concepts and comprehensive career counseling into their academic programs.

Students in postsecondary education should be given the opportunity to acquire or develop a basic understanding of the world of work. All education at the postsecondary level should be predicated on the expectation that its students will become productive and well adjusted citizens in a democratic society.

AN ADVISORY COMMISSION FOR POSTSECONDARY EDUCATION

In Georgia, as well as in other states, there is a widely-recognized need for a state-level mechanism to address broad issues of public policy which reach all sectors of postsecondary education. While most states have met this need through the establishment of such a mechanism, Georgia has not yet made that continuing commitment. The Committee proposes the establishment of an Advisory Commission, empowered to recommend comprehensive postsecondary education goals, to facilitate communication, identify emerging issues, assess needs, recommend guidelines, aid in the mediation and resolution of conflicts among institutions and sectors, coordinate planning between sectors, assess progress toward goals, maintain a common data base, and maintain an agenda of issues facing postsecondary education in Georgia.

While all sectors have significant points of contact and communication with other sectors, currently in Georgia there is no ongoing public forum or body which is representative of all postsecondary institutions and sectors. So long as Georgia's postsecondary sectors and institutions are responsive to their

leadership, any agency or mechanism created for the purposes described above would not need to have authority to administer, regulate, or govern postsecondary institutions and sectors. The proposed Commission would have a small staff and would work through existing agencies so that another level of bureaucracy is avoided.

The members of such a Commission should be appointed by the Governor, and should be

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broadly representative of the four postsecondary sectors, with liberal representation from the general public. As a result of such broad composition, the Commission should thus be responsive to input from many sources. The members would consult with citizens, agencies, and organizations on issues of current concern in postsecondary education. In addition to being in position to evaluate the state's progress toward accomplishment

of postsecondary education goals, the Commission would also act as an advocate of postsecondary education to inform the public about opportunities and options available in the postsecondary area. The effectiveness of the Commission would be periodically reviewed to determine the need for its continued existence.

AGENDA FOR ACTION:

An Advisory Commission should be established, and serve as the postsecondary commission as defined in Section 1202 of the Higher Education Act of 1965, as amended, which authorizes the establishment of a postsecondary education commission in each state. Since the state already has available to it a 1202 mechanism, and because the responsibilities outlined for the Advisory Commission are within the scope of Section 1202 responsibilities, federal funding will be available to assist the state in this project.

The Advisory Commission would serve as the forum and agency to undertake the tasks outlined in the earlier sections of this paper: specifically, establish goals, encourage cooperation, plan for emerging issues, review the state's postsecondary financing policies, and provide for continuing evaluative efforts.

SUMMARY

THE CHALLENGE OF THE EIGHTIES

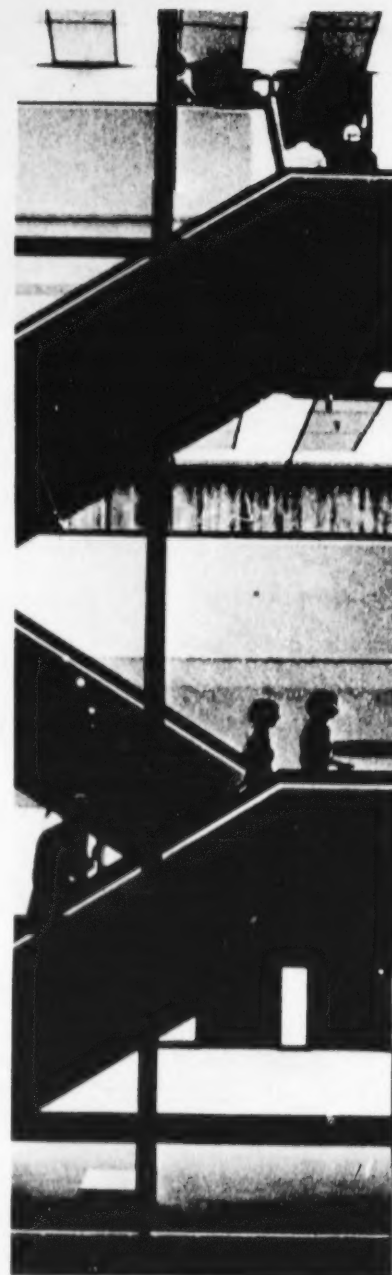
The identification of important postsecondary issues and a related agenda for future action are necessary to improve postsecondary education, but experience indicates that they alone are not sufficient to initiate change. The critical element or catalyst that will move the state from need to action is courageous and effective leadership at all levels.

During its study the Committee observed a continuing series of pressure points and areas of conflict between institutions, and especially between sectors. While it is recognized that all conflict is not bad and some tension may lead to creative solutions, the Committee believes the absence of means for orderly cooperation has resulted in unwarranted levels of discord. Clearly, a great deal of the problem could be remedied through improved collection and dissemination of postsecondary information in the state, and through open discussion and clarification of issues and concerns. However, in order for a climate of postsecondary cooperation to exist, a commitment to such cooperation must be made by educational policy-makers in all sectors.

The State of Georgia is in a unique position as an emerging economic, social, and political

force. In order for the state to fully realize its potential, it must have not only a diverse and well-balanced network of postsecondary educational programs which can keep pace with the state's growth, but also a leadership which can put aside sectoral differences, can envision productive interrelationships among institutions and sectors, and will determine to promote such interrelationships for the benefit of the state as a whole. The damaging and confusing impact of fluctuating enrollments already being witnessed in most institutions underscores the need for immediate action to assure that the state's postsecondary sectors cooperate and communicate with one another.

While many educators understand the need for planning for what "could be" instead of "what is", most institutions are aligned along sectoral lines, and sectors have not been successful in working together well in the past. The ability of sectors to cooperate and of leaders to actively promote a climate of open discussion and state-wide understanding is the postsecondary challenge of the eighties.



APPENDICES

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APPENDIX A **GEORGIA'S PUBLIC COLLEGES AND UNIVERSITIES** **1978-1979**

Abraham Baldwin Agricultural College Tifton	Floyd Junior College Rome	North Georgia College Dahlonega
Albany Junior College Albany	Fort Valley State College Fort Valley	Savannah State College Savannah
Albany State College Albany	Gainesville Junior College Gainesville	South Georgia College Douglas
Armstrong State College Savannah	Georgia College Milledgeville	Southern Technical Institution Marietta
Atlanta Junior College Atlanta	Georgia Institute of Technology Atlanta	University of Georgia Athens
Augusta College Augusta	Georgia Southern College Statesboro	Valdosta State College Valdosta
Bainbridge Junior College Bainbridge	Georgia Southwestern College Americus	Waycross Junior College Waycross
Brunswick Junior College Brunswick	Georgia State University Atlanta	West Georgia College Carrollton
Clayton Junior College Morrow	Gordon Junior College Barnesville	
Columbus College Columbus	Kennesaw College Kennesaw	
Dalton Junior College Dalton	Macon Junior College Macon	
DeKalb Community College Clarkston	Medical College of Georgia Augusta	
Emmanuel County Junior College Swainsboro	Middle Georgia College Cochran	

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APPENDIX B
GEORGIA'S PUBLIC AND PRIVATE COLLEGIATE ENROLLMENT
1965-1978

	YEAR	PUBLIC	PERCENT OF TOTAL	PRIVATE	PERCENT OF TOTAL	TOTAL COLLEGIATE
	1965	60,095	73%	22,252	27%	82,347
	1966	67,291	74%	23,989	26%	91,280
	1967	74,231	76%	23,849	24%	98,080
	1968	84,511	78%	24,305	22%	108,816
	1969	92,206	79%	24,843	21%	117,049
54	1970	101,900	80.5%	24,611	19.5%	126,511
	1971	106,805	81%	25,309	19%	132,114
	1972	115,474	82%	25,705	18%	141,179
	1973	119,244	81%	27,357	19%	146,601
	1974	127,134	81.5%	28,790	18.5%	155,924
	1975	142,593	82%	30,992	18%	173,585
	1976	138,466	82%	31,177	18%	169,643
	1977	139,957	81%	33,751	19%	173,708
	1978*	135,595	80%	34,160	20%	169,755

*Preliminary figure

Source: Compiled from HEGIS Reports I-XIII

APPENDIX C
GEORGIA'S PRIVATE COLLEGES AND UNIVERSITIES
1978-1979

Agnes Scott College Decatur	Georgia Military College Milledgeville	Oglethorpe University Atlanta
Andrew College Cuthbert	Interdenominational Theological Center Atlanta	Oxford College Oxford
Atlanta Christian College Atlanta	LaGrange College LaGrange	Paine College Augusta
Atlanta College of Art Atlanta	Mercer University Macon	Piedmont College Demorest
Atlanta University Atlanta	Mercer University in Atlanta Atlanta	Reinhardt College Waleska
Berry College Mount Berry	Mercer University Southern School of Pharmacy Atlanta	Shorter College Rome
Brenau College Gainesville	Morehouse College Atlanta	Spelman College Atlanta
Brewton-Parker College Mt. Vernon	Morris Brown College Atlanta	Thomas County Community College Thomasville
Clark College Atlanta		Tift College Forsyth
Columbia Theological Seminary Decatur		Toccoa Falls College Toccoa Falls
Covenant College Lookout Mountain, Tennessee		Truett McConnell College Cleveland
Emmanuel College Franklin Springs		Wesleyan College Macon
Emory University Atlanta		Young Harris College Young Harris

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APPENDIX D
GEORGIA'S PUBLIC VOCATIONAL-TECHNICAL SCHOOLS
1978-1979

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Albany Area Vocational-
 Technical School
 Albany

Athens Area Vocational-Technical
 School
 Athens

Atlanta Area Technical School
 Atlanta

Augusta Area Vocational-
 Technical School
 Augusta

Baldwin Vocational School of
 Practical Nursing
 Milledgeville

Ben Hill-Irwin Area Vocational-
 Technical School
 Fitzgerald

Carroll County Area Vocational-
 Technical School
 Carrollton

Columbus Area Vocational-
 Technical School
 Columbus

Coosa Valley Area Vocational-
 Technical School
 Rome

Dalton Vocational School of
 Health Occupations
 Dalton

DeKalb Area Vocational-
 Technical School
 Clarkston

Elbert County Vocational
 School of Practical Nursing
 Elberton

Glynn County Adult Center
 Brunswick

Griffin-Spalding County Area
 Vocational-Technical School
 Griffin

Houston Area Vocational-
 Technical School
 Warner Robins

Lanier Area Vocational-
 Technical School
 Oakwood

Macon Area Vocational-Technical
 School
 Macon

Marietta-Cobb Area Vocational-
 Technical School
 Marietta

Moultrie Area Vocational-
 Technical School
 Moultrie

North Georgia Technical and
 Vocational School
 Clarkesville

Pickens County Area Vocational-
 Technical School
 Jasper

Savannah Area Vocational-
 Technical School
 Savannah

South Georgia Technical and
 Vocational School
 Americus

Swainsboro Area Vocational-
 Technical School
 Swainsboro

Thomas Area Vocational-
 Technical School
 Thomasville

Troup County Area Vocational-
 Technical School
 LaGrange

Upton County Area Vocational-
 Technical School
 Thomaston

Valdosta Area Vocational-
 Technical School
 Valdosta

Walker County Area
 Vocational-Technical School
 Rock Springs

Waycross-Ware County Area
 Vocational-Technical School
 Waycross

APPENDIX E-I
GEORGIA'S PROPRIETARY COLLEGES AND SCHOOLS
(State-Approved Non-Degree In-State Institutions)

1978-1979

Academy of Professional Drafting Atlanta	Atlanta College of Medical and Dental Assistants Atlanta	Becker CPA Review Course Atlanta
Academy of Real Estate Atlanta	Atlanta Institute of Real Estate Atlanta	Ben Farmer School of Real Estate Savannah
Accelerated Learning Systems Atlanta	Atlanta School of Fashion and Design, Inc. Atlanta	Bob Wood Real Estate School Norcross
Advanced Career Training Atlanta	Atlanta Technical Schools Atlanta	Boyd/Boyd Real Estate College Park
American Design Floral School Atlanta	Atlanta Vocational Training Center Atlanta	Branell Women's College Atlanta
American College for the Applied Arts Atlanta	Barbizon School of Modeling of Atlanta, Inc. Atlanta	Brown College of Court Reporting Atlanta
Atlanta Academy of Dog Grooming Dunwoody	Barton and Ludwig School of Real Estate Roswell	Bryman School, The Atlanta
Atlanta College of Business Atlanta		Carragher School of Real Estate, The Atlanta
		Carroll Broome Real Estate School Norcross
		Caswell Real Estate School Norcross
		Century 21 Academy of Real Estate Atlanta
		Clover Real Estate Career Institute Atlanta
		Community College of Georgia Smyrna



Control Data Institute
Atlanta

Control Data Learning Centers
Atlanta

Cross Roads Academy of Real
Estate
Atlanta

Dale Strebel University of
Cosmetology
Atlanta

Dogwood School of Real Estate
Marietta

ERA of Middle Georgia School
of Real Estate
Macon

Eastern Broadcast Services, Inc.
Atlanta

Elkins Institute of Atlanta, Inc.
Atlanta

Essence Finishing/Modeling
School
Atlanta



First Professional School of
Georgia
Atlanta

Fred Williams Institute of
Real Estate
Savannah

French-Whitten School of Real
Estate
Columbus

Gallery School of Real Estate,
Inc., The
Atlanta

Gene Thomason's School of
Real Estate
Warner Robins

George Miller School of Real
Estate
Athens

Georgia Cashier and Teller
Training, Inc.
Atlanta

Georgia Institute of Real Estate
Atlanta

Georgia Medical Employment
Preparation
Atlanta

Georgia School of Dog Grooming
Norcross

Georgia Security Officers
Academy
Atlanta

Greenshaw School of Real Estate
Columbus

Gwinnett College of Business
Lawrenceville

Harts and Flowers School of
Floral Design
Clarkston

Homeward Bound School of
Real Estate
Atlanta

Institute of Paralegal
Training, Ltd.
Decatur

International Bartending Institute
of Georgia
Atlanta

Investment Training Institute, Inc.
Tucker

Jackie Roach Real Estate School
Savannah

Jodi's School of Dog Grooming
Atlanta

John Hall School of Floral Design
Savannah

Kree Institute of Electrolysis, Inc.
Atlanta

Lane School of Art
Decatur

Larinda's School of Beauty and
Modeling
Smyrna

Len-Chris-Ann School of Charm
and Modeling
Marietta

Lynes Institute of Real Estate Savannah	Northeast Institute of Real Estate Atlanta	Sheridan, Solomon & Kernaghan Sales Training Division Macon
Mable Bailey School of Modeling Columbus	Northside Training Center Atlanta	Sims School of Piano Technology Columbus
McCall Business College Augusta	Patricia Stevens Business and Fashion College Atlanta	Southeastern School of Real Estate, Inc. Albany
McNair Realty Company, Inc. Macon	Portfolio Center Atlanta	Southern Rural Action Institute Atlanta
Meadows College of Business Albany	Professional Apartment Managers Atlanta	Star School of Real Estate Riverdale
Meadows College of Business LaGrange	Real Estate Academy, Inc., The College Park	Stuart Roberts Real Estate Institute Lawrenceville
Merritt College, Inc. Atlanta	Real Estate Sales Institute Marietta	Suburban Institute of Real Estate Stone Mountain
Metropolitan School of Real Estate Smyrna	Real Estate Training Institute Carrollton	T. M. Lowe Institute of Real Estate Columbus
Model's Touch Atlanta	Realty World Career Academy Atlanta	Tara Modeling Academy Jonesboro
Munford Institute of Polygraphy Augusta	Red Coat School Decatur	Trammell School of Real Estate Morrow
National Center for Paralegal Training, Inc. Atlanta	Ridge Truck Driving School McDonough	Trotter Institute of Real Estate Augusta
National Institute of Real Estate, Inc. Atlanta	Ruth Green School of Real Estate Statesboro	Wallace School for Court Reporting Atlanta
National School of Radio and TV Broadcasting Atlanta	Sales Management and Training of Atlanta Atlanta	West Georgia Institute of Real Estate Carrollton
North Georgia Real Estate Institute Jasper	Savannah School of Interior Decorating and Designing, Inc. Savannah	

APPENDIX E-II
GEORGIA'S PROPRIETARY COLLEGES AND SCHOOLS
(State-Approved Non-Degree Out-of-State Institutions)
1978-1979

AOPA Air Safety Foundation
 Weekend Ground Schools
 Washington, D.C.

American Motorcycle Institute,
 Inc.
 Daytona Beach, Florida

Associates Schools, Inc.
 Miami, Florida

Aviation Training Center
 Denver, Colorado

Capitol Radio Engineering
 Institute
 Washington, D.C.

Cleveland Institute of Electronics
 Cleveland, Ohio

Columbia School of Broadcasting
 Hollywood, California

Commercial Trades Institute
 Chicago, Illinois

Diesel Drive Training School, Inc.
 Sun Prairie, Wisconsin

Forrest College
 Anderson, South Carolina

H & R Block Schools, Inc.
 Kansas City, Missouri

Institute for Paralegal Training
 Philadelphia, Pennsylvania

Lewis Hotel-Motel School
 Washington, D.C.

Lincoln Service, Inc.
 Pekin, Illinois

Nashville Auto-Diesel College
 Nashville, Tennessee

National Training Service, Inc.
 Greenwich, Connecticut

Northwest Schools, Inc.
 Portland, Oregon

RETS Electronic Institute of
 Alabama
 Birmingham, Alabama

Southeastern Academy
 Kissimmee, Florida

Spartan School of Aeronautics
 Tulsa, Oklahoma

Superior Training Service
 Indianapolis, Indiana

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APPENDIX E-III
GEORGIA'S PROPRIETARY COLLEGES AND SCHOOLS
(State-Approved Degree Institutions)
1978-1979

In-State

Art Institute of Atlanta
Atlanta

Bauder Fashion College
Atlanta

Crandall College
Macon

DeVry Institute of Technology
Atlanta

Draughon's Junior College of
Business
Savannah

Massey Business College
Atlanta

Meadows College of Business
Columbus

Phillips College
Augusta

Phillips College
Columbus

Savannah College of Art and
Design, The
Savannah

Out-of-State

Ohio Institute of Technology
Columbus, Ohio

United Electronics Institute
Tampa, Florida

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APPENDIX F
OUT-OF-STATE COLLEGES AND UNIVERSITIES LOCATED AT
MILITARY BASES IN GEORGIA, 1978-1979

Central Michigan University
(Michigan)
Hunter Army Airfield —
Savannah,
Fort McPherson — Atlanta

62 Chapman College (California)
Marine Corps Supply Center —
Albany

Embry-Riddle Aeronautical
University (Florida)
Fort Benning — Columbus
Hunter Army Airfield —
Savannah

Pepperdine University
(California)
Hunter Army Airfield —
Savannah
Fort Stewart — Savannah
Fort Gordon — Augusta

Pikes Peak Community College
(Colorado)
Hunter Army Airfield —
Columbus
Fort Stewart — Savannah

Saint Leo College (Florida)
Hunter Army Airfield —
Savannah
Fort McPherson — Atlanta
Fort Stewart — Savannah

Troy State University (Alabama)
Fort Benning — Columbus
Moody Air Force Base —
Valdosta

Source: Georgia Department of Veterans Service

APPENDIX G

REPORTS PREPARED BY OR FOR THE GOVERNOR'S COMMITTEE

- (1) "Postsecondary Education in Georgia" — specific data on Georgia's postsecondary institutions, including tables which list: dates of establishment, enrollments, tuition and fees, highest offerings, and accreditation.
- (2) "Postsecondary Education Issues in Perspective" — a review and analysis of national literature and state reports related to major issues identified by the Committee.
- (3) "Data Sources on Post-Secondary Education in Georgia" — a review of the types, sources, and availability of data in each of the postsecondary sectors.
- (4) "Working Papers of the Governor's Committee on Postsecondary Education" — a compilation of survey results, Committee minutes, regional conference reports, public hearings, minutes, and other information used by Committee members in their analysis of postsecondary education issues.

NOTE: "The Integrity of Higher Education," a report published by the American Assembly at Columbia University, was distributed following the completion of the Committee's work. This publication forcefully addresses relevant postsecondary problems and issues from a national perspective, and is commended for supplementary reading. Copies of this report are available at the Committee office.